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REPORT OF A STUDY

of the

FINANCIAL CONDITION AND PRACTICES

of the

CITY OF ROCHESTER, N. Y.

ROCHESTER BUREAU OF MUNICIPAL RESEARCH, Inc.
DECEMBER, 1923

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Report of a Study

of the

Financial Condition and Practices

of the

City of Rochester, N. Y.

Submitted to

The Mayor, the Comptroller, the
Corporation Counsel,
and the Members of the Common Council

ROCHESTER BUREAU OF MUNCIPAL RESEARCH, INC.

DECEMBER, 1923

Business

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This report was prepared in 1919 for the Rochester Bureau of Municipal Research, Inc., by Clarence C. Ludwig. Revision of certain portions and addition of material to bring the report to date December 31, 1922, were made by Clarence E. Higgins. The Trustees of the Bureau submit the report to the City Administration with the following recommendations:

THE CITY SHOULD

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INTRODUCTION

The cost of government in Rochester, like the cost of food and clothes, increased rapidly during and after the war. Although this increase in the cost of government has been neither so sharp nor so sudden as that in the commodity market of the commercial world, it is to be attributed, in part at least, to the same general causes. The city has had to pay more for supplies, for the use of money and for personal service. In addition to the inflation of prices, another element enters into the problem of cost as it affects the city. The scope of government is being constantly and necessarily enlarged; the various functions which are being administered by the people's municipal agency are growing in number and comprehensiveness. This trend towards expansion and multiplication of function is in line with the development of "state" activity the country over and it is neither possible nor desirable to retard it. This is the basic element of the problem of municipal government and it promises that governmental costs will not come down sympathetically with deflation in the commodity and money markets. Moreover, the "efficiency movement" in government, while it may reduce extravagance in expenditures, will not in the long run reduce the aggregate cost because efficiency must always be tested by unit cost of service and not by total cost.

How to finance the increasing cost of government is, therefore, a permanent problem. The difficulties in which the City of Rochester now finds itself with respect to finances were inevitable, but they have been accentuated by the temporary inflation of the war period. In a word, the difficulty has become acute at this time because the revenues of the city, limited partly by law and partly by natural causes, have not responded to the needs of the city for funds. The situation is critical. It is the purpose of this report to survey the situation and to analyze some of the elements that enter into it. This is done in the hope that information pertinent to the problem may be disseminated and that some assistance may be rendered the administration in solving the problem.

The subject matter of this report is presented according to the following general outline:—

First, a general description of the financial procedure;

Second, a history of financial transactions for the past thirteen years;

Third, an analysis of the financial condition of the city at the present time; and

Fourth, suggestions for remedying or relieving the situation.

PART I

GENERAL DESCRIPTION OF FINANCIAL PROCEDURE

The financial problem of the city differs in so many respects from that of a private business concern that it is thought advisable to describe briefly the financial procedure of Rochester. To appreciate fully the problem facing the financial administration of the city, it is necessary to be acquainted with the methods used in spending money, raising revenue, borrowing money, passing budgets and creating funds, all of which differ very considerably from ordinary business procedure.

The Purpose of the Government

Unlike a private business concern, the government of the city of Rochester is not in business to make a profit. Its main object, in fact its sole excuse for existence, is to render certain services to the public. A business is interested mainly in its profits; a city is interested mainly in giving required service efficiently and at cost. To a business, revenues are the primary consideration and expenditures the secondary; to the government, expenditures are the primary consideration, while revenues are a necessary but secondary consideration. The financial problem of the city, then, involves mainly the question of what expenditures shall be made and how the proposed expenditures shall be financed. Having determined what services shall be rendered, the city calls upon its taxing power or its credit as a borrower to provide the money.

But the taxing and borrowing power of the city are not unlimited. Not being restricted by the necessity of producing a profit, the city nevertheless finds itself hedged about by various legal limitations. Thus no money can be spent or raised without authorization by the legislative body of the city—the Common Council. "No appropriation of money may be made except by ordinance specifying each item, the amount thereof, and the department, board, bureau, court, office, or specific appropriation for which the appropriation is made." (Section 97–City Charter.) This general provision of the charter is supplemented by many specific provisions which lay down the procedure for incurring liabilities, levying taxes, issuing securities, etc. These charter provisions embody and define certain well recognized principles of finance,

the aim of which is to protect the public against the ravages of a possible unrepresentative or corrupt government. The city is restricted in its financial transactions, not only by its own charter, but also by the state constitution. The most important constitutional limitations on city finance are the provisions limiting the taxing power and the borrowing power.

Notwithstanding many constitutional and charter limitations, the officials of the city possess a great deal of discretionary power in administering its finances. There is plenty of room on the one hand for reckless, shortsighted, planless proceedings which disregard every canon of sound finance and on the other for careful financial planning which comprehends the future as well as the present.

FUNDS

A description of the financial procedure of the city logically begins with a discussion of funds. A "fund" is a financial device which embodies the various legal requirements, restrictions, and authorizations for the receipt and disbursement of money. To create a fund means to set aside certain specific resources for certain specific purposes or to meet certain obligations. A fund may derive its name from the nature of its resources and the method of obtaining money therefrom or from the purpose for which it is set aside. Thus there are many kinds of funds and there is no arbitrary way of classifying or naming them.

With the exception of the trust funds (such as the pension funds and the cemetery funds) and the sinking funds (which will be discussed later in connection with borrowing) the funds of the city of Rochester may be put into three main groups: (1) revenue and expense funds; (2) assessment funds; (3) loan funds. The revenue and expense funds are current funds which apply current revenues to the current operations of the government. In Rochester, as in other cities, the most important revenue and expense fund is the General Fund. The resources of this fund usually consist of the estimated tax revenues and the estimated miscellaneous revenues; the obligations comprise the appropriations to the various departments for current operation. One often finds in cities and states various "special revenue and expense" funds, which set aside certain specific revenues for specific purposes. The City of Rochester has two funds of this type, the two utility funds—namely, the Water Fund and the Public Market Fund. The municipally-

owned utilities are supposed to be self-sustaining and the special funds set aside their revenues for use only in operating and maintaining them.

All of the so-called "current" expenditures of the City of Rochester are made from one or another of these three revenue and expense funds. An exception to this statement must be made in the case of some current services, such as extra street lighting, sidewalk snow plowing and sprinkling, which are financed through the Local Improvement Fund. The primary purpose of the latter fund is to finance local improvements (capital outlays) such as pavements, sidewalks and sewers, the cost of which is assessed directly against the property owners benefited. The cost of the aforementioned current services is charged against the Local Improvement Fund rather than the General Fund, because the burden is shifted to the taxpayer by the direct assessment method rather than by the taxation method.

The assessment funds of the city are the Local Improvement Fund and the East Side Trunk Sewer Fund. As indicated in the preceding paragraph, the resources of these funds consist partly of authorized loans pending the levying of assessments, partly of reimbursable expenditures, and partly of assessments levied and either collected or uncollected. With the exceptions noted they are applied to the construction of capital improvements. The Local Improvement Fund is a general assessment fund comprising all the "local improvement ordinances" except the East Side Trunk Sewer fund. The procedure for handling the latter is specially laid down in the charter.

The resources of the various loan funds consist, in the beginning, of authorizations to borrow money to be used for capital outlays such as the construction of various city buildings, the construction of conduit lines and plants, the purchase of land, etc. Usually there is a separate loan fund created for each major improvement, although occasionally several improvements are lumped together in one loan fund such as the recent Municipal Building Construction Fund. The loan funds that are now open on the books of the city are as follows:

Water Improvement Fund.
Sewage Disposal Fund.
Municipal Building Construction Fund.
Rochester Land Purchase Fund.
School Building and Site Fund.
Canal Land Purchase Fund.
Brown Street Subway Fund.
Lewiston Avenue and Ridge Road Bridge Fund.

BUDGET PROCEDURE

The administration of funds is the chief concern of the financial officers of the city. The most important instrument used for this purpose is the "budget." The term "budget" is used with more or less restricted meanings in various cities. In its fullest sense, a budget comprises a complete program of expenditures and an adequate plan for financing them. A budget of this type is supported by many kinds of reports, statements and plans. An operating report and a financial report from each department, the usual financial statements of the comptroller, departmental work programs and estimates, and detailed revenue, assessment, and borrowing plans would all be required to support a thorough-going budget. The acceptance of such a budget would involve, as its final consummation, a levy of taxes, the fixing of rates and charges for the various miscellaneous revenues, the authorization of borrowing and assessments and the appropriation of funds to the various departments and for various purposes.

Compared with an all-inclusive budget of this kind, the Rochester budget is very restricted in scope. As defined by the charter, it covers only current funds, those which were classified above as revenue and expense funds, namely, the General Fund, the Water Fund and the Public Market Fund. The charter provides a procedure for assessment authorizations and loan authorizations which is entirely separate from the budget procedure.

The budget calendar prescribed by the charter is briefly as follows:

On or before Nov. 1—Estimates of all departments, except Department of Public Instruction, are to be presented to Mayor. (Sec. 28.)

On or before Dec. 31—Estimates of Department of Public Instruction are to be presented to Mayor. (Sec. 28.)

On or before Dec. 31—Departmental reports on year's work are to be presented to Mayor. (Sec. 29.)

Month of January—Board of Estimate and Apportionment may change salary rates only during January. (Sec. 65.)

On or before Feb. 14—Consideration of estimates by Mayor and Board is to be completed and tentative budget submitted to Common Council. (Sec. 62.)

Between Feb. 15 and March 15—Common Council is to grant public hearing and consider tentative budget as submitted by Board. (Sec. 105.)

On or before March 15—Common Council is to adopt budget as submitted or amended. (Sec. 105.)

April 1–5—Common Council is to confirm tax rolls and levy annual taxes. (Sec. 107.)

The charter denies the Common Council power to raise any items of the tentative budget as submitted to it by the Board of Estimate; it may, however, reduce any items except those relating to indebtedness, judgments, and estimated revenues. From the foregoing calendar and the limitation on the Council's power of amendment, it will be seen that the Rochester budget is an executive budget. The real budget authority is the Board of Estimate and Apportionment, which the Mayor controls.

With respect to the actual working out of the budget calendar and procedure by the Board, several facts should be noted. In the first place, departmental estimates are not submitted until January—two months after the last date allowed by the charter. An exception to this statement may be mentioned in connection with the 1923 budget. By means of cooperation between the Comptroller's office and the Bureau of Municipal Research, the department estimates for 1923 were submitted on November 1, 1922. In the second place, the estimates are submitted on forms which are prepared by the Comptroller and which provide for an analysis by character, function, and object, of the last year's expenditures and the estimated expenditures for the next year. In the third place, an effort has been made to grant public hearings during the period that the estimates were being considered by the Board.

Although the departmental estimates are analyzed and classified by character, function and object, this analysis does not extend to the appropriation ordinance. As far as the appropriation is concerned, the Rochester budget is an extremely "lump-sum" budget. The items allowed in the appropriation ordinance are not granted subject to a schedule of any kind except the salary schedule. The salary schedule does control the amount of money that may be spent for personal service, because it prescribes the number of incumbents and the salary rates attached to each position in each department. But outside of the salary

control, there is nothing in the Rochester budget which prevents an estimated allowance for equipment from being used for supplies, or an estimated allowance for personal service from being used for any other purpose. The make-up of the budget, in so far as control over expenditures is concerned, permits of a minimum of control on the part of the central officers.

The power to appropriate money resides mainly in the legislative body of the city government, but the charter has granted to the Board of Estimate and Apportionment a modified right to make supplementary appropriations. This power applies to the so-called excess receipts, those arising from the excess of actual revenues over estimated revenues. Section 63 of the charter says in part, " . . . When any moneys or revenues are received by the city or any department, board or officers thereof, from any source other than by municipal tax and which are not otherwise appropriated or directed by law to be applied, such money or revenue may be used and applied towards and in addition to the funds appropriated as aforesaid, in such manner as the board of estimate and apportionment may direct."

Actual revenues are usually greater than the estimated revenues upon which the original appropriations are based and the effect of the foregoing provision of the charter is to make it customary for the various departments to call on the Board at the end of each year for as large a dole as possible out of the general pot.

Inasmuch as the planned expenditures of the annual budget are not covered by regular appropriations until the middle of March, it is necessary for the Council to appropriate monthly allowances for the various departments for the first three months of the year in anticipation of the regular budget. These anticipatory appropriations go hand in hand with current monthly borrowing to provide funds for running the government in anticipation of the collection of taxes which begins May 1st. This type of borrowing will be discussed under the head of borrowing procedure.

EXPENDITURE PROCEDURE

"No department, board, court, or officer is permitted during any fiscal year to expend or contract to be expended any money or to enter into any contract which by its terms involves the expenditure of money in excess of the amounts appropriated in the annual estimate adopted

by the Common Council or otherwise lawfully added thereto for such department, board, court, or office for such fiscal year . . . ." (Sec. 23, in part). Once the Council has appropriated a sum of money for any department, the head of that department may go ahead and incur expense or liability on behalf of the city. Such action may take the form of placing an employee on the payroll of the city, subject to the salary schedule and the civil service regulations; purchasing materials and supplies, subject to the purchasing procedure laid down by the charter; or entering into contracts for certain definite services, subject to the contract procedure laid down by the charter. Contracts entered into and open market orders given are regarded as contingent liabilities of the city and the Comptroller charges them against the proper appropriation items. The yearly appropriations are not divided into monthly allotments and there is nothing to prevent a spending officer from spending all his appropriation the first half of the year if he is so minded. Along towards the end of the year it is customary for the Comptroller to deduct the permanent payroll (to the end of the year), the outstanding open market orders (requisitions are used in Rochester rather than orders for registering contingent liabilities) and contracts from the unexpended balances in order to arrive at the unencumbered balances for each department.

The charter lays down a specific procedure for passing and auditing claims. Claims are of two general types—payrolls and ordinary voucher claims. Both must pass through the hands of the Comptroller, whose duty it is to see that claims are charged against the proper appropriations, that the particular appropriations are not overdrawn and that the law has been complied with in all respects. It is also his duty to see that payrolls conform with the salary schedules of the budget; that the purchasing procedure has been correct; and that the claims are properly advertised.

The Treasurer also is required by the charter to "keep a separate account with every department, board, bureau, court, office, appropriation and fund for which moneys are appropriated in the annual estimate and raised by assessment, and must in every check or draft drawn by him state particularly against which of such funds it is drawn unless the money is drawn for use in his office. He must at no time permit any of the appropriations for the same including moneys lawfully added thereto to be overdrawn, or a claim chargeable to one fund to be charged to another." (Sec. 162, in part.) The effect of this provision is to

require both the Comptroller and Treasurer to keep fund and appropriation accounts and to carry the fund accounting into the cash accounting; in short to split the cash account into many divisions to correspond with the funds.

As regards the purchasing procedure, the requirements of the charter, together with custom, tend to delay the payment of bills owed by the city. The average time elapsing between the delivery of goods to the city and the receipt of payment is approximately two months, too long a period for the city to take full advantage of discounts offered. Moreover, there is no central storehouse and the purchases for the several departments are made independently, no attempt being made to coordinate purchases of supplies used in common by two or more departments.

REVENUE PROCEDURE

The resources of Rochester's "current budget" have customarily been divided into two main classes: (1) general city tax revenue and (2) miscellaneous revenue. The latter class includes fees, fines, interest earned, contributions, city's share of state taxes, miscellaneous sales and income, utility revenues, etc. Usually the city tax and the miscellaneous revenues have been the only resources applied to the current budget. Thus, the amount to be raised by general city tax, defined by the charter as the "tax budget," has been determined by deducting the miscellaneous revenues from the total budget.

Assessment of Property and Tax Levy

The general city tax has always been the main source of revenue for financing the current budget. Technically the city tax is a general property tax, and, although the state income tax law exempts most personal property from the general property tax, it is for all practical purposes a real estate tax. Real estate is assessed for the purposes of local taxation by the Department of Assessment and Taxation of the city government. This assessment by the local assessors includes property owned by corporations holding public franchises, with the exception of such property as is situated in, on, under or over a public street. This latter class of property, including intangible values, is called "special franchises" and is assessed by the state tax commission. Special franchise valuations are certified annually to the city clerk by the state tax commission, and, for purposes of calculating the tax and debt limits, are considered as real estate.

The task of assessing property is performed by the assessors for the most part during the summer months. The tax rolls are required by the charter to be completed by January 15th, at which time allegations are heard and valuations revised. By April 1, the rolls must be delivered to the City Clerk, who turns them over to the Common Council for confirmation and for the levying of taxes.

Delinquent Taxes

At this point it may be advisable to mention a matter of procedure which has an important bearing on the problem of collecting delinquent taxes. The charter requires the placing of some items and permits the placing of others on the tax roll in addition to the general city tax. For example, local improvement assessments and water charges which are delinquent on March 1, are closed on the books where they originally appeared as charges and are added to the annual tax. In addition to various delinquent accounts, the annual tax roll carries the charges for several direct assessments for current services. The tax roll items, including the general city tax, may be classified as follows:

Taxes

Property Tax.
Water Frontage Tax.

Delinquent Accounts

Water Meter Rates.
Local Improvement Assessments.
East Side Trunk Sewer Assessments.
Sidewalk Repair and Cleaning Charges—D. P. W.
Public Safety Charges—D. P. S.

Direct Assessments

Charges for Street Sprinkling.
Charges for Extra Lighting.
Charges for Snow Removal (Plowing).
Charges for Care and Embellishment and Tree Planting.

Of the foregoing items, the property tax alone is levied on a valuation basis; the others are levied on a frontage basis, except delinquent Department of Public Works and Department of Public Safety charges which are direct charges against individual parcels of property for the actual costs of services performed. It is obvious that in relation to delinquent accounts, the tax roll is a secondary method of collection

and in relation to direct assessment, it is the primary method of collection. The various legal, administrative and accounting aspects of these charges are shown in Table I.

The important point in connection with this procedure, which is an admirable one in many respects, is that the various additions to taxes are liens against the property taxed. When the items are placed on the annual tax roll, they are merged for legal purposes and become one aggregate lien against each parcel of property. The merging of the various delinquent accounts into the tax lien provides a single and effective method of compelling collection. A recent charter amendment makes it unnecessary to hold these delinquent accounts open as resources of their respective funds until collection. On the contrary, the open accounts in the water and assessment funds are closed at the time of transfer to the tax roll; the tax account of the general fund "buys" them, so to speak; they are converted into a tax and the general fund compensates the other funds for the face value of the assets taken over. Each taxpayer receives a bill specifying the items which go to make up the total charge levied against his property. But in law there is just the one charge, and that is a lien on the property.

Taxes are due May 1 of each year, and may be paid any time between May 1 and November 15. The following interest charges are added to the taxes:—

If the taxes are paid

May 1–31	No interest
June 1–15	½%
June 16–30	1%
July 1–15	1½%
July 16–31	2%
Aug. 1–15	2½%
Aug. 16–31	3%
Sept. 1–15	3½%
Sept. 16–30	4%
Oct. 1–15	4½%
Oct. 16–31	5%
Nov. 1–15	5½%

Ten per cent per annum is added for all time after November 15. November 15 is the date after which unpaid taxes are regarded as delinquent.

The charter provides in general for two methods of procedure in collecting delinquent taxes. It provides in the first place that the Treasurer may issue warrants to collectors authorizing them to collect the tax, by distress and sale of personal property if necessary. A penalty of five per cent is added in this case for collector's fee. The method of collecting taxes by tax collectors applies both to personal and real estate taxes and was the main reliance of the Treasurer up to several years ago. This method, however, has now been abandoned and the city relies entirely upon the second general method of collection, namely, legal proceedings on the part of the Corporation Counsel. These legal proceedings may be of three kinds:—

a—Supplementary proceedings,
b—Actions,
c—Tax lien foreclosures.

The first two may be used in the case of personal taxes and any of the three in the case of real estate. As the new tax law makes personal taxes a negligible quantity, the primary method relied upon for the collection of taxes at the present time is the tax lien foreclosure.

Briefly, the procedure for foreclosing tax liens is as follows: After advertising, the Treasurer transmits to the Corporation Counsel in January of each year a list of delinquent personal taxes which became due the preceding year and a list of delinquent real estate taxes which became due the second year preceding. A charge of fifty cents is added to each delinquent account advertised and reported to the Law Department. The Corporation Counsel selects the cases which involve the largest amounts of money and the least legal complication and serves notices on the property owners that foreclosure proceedings are about to be opened. A further fee of one dollar is added to the tax account to cover the cost of this service. The serving of the notices has the effect of bringing in a good many taxpayers to settle their accounts before they are taken into court. In case the action to foreclose the tax lien is carried through, the proceeds of the execution, as administered by the referee, are applied first to court costs, second to "disbursements" and, finally, to the satisfaction of the tax and assessment lien. The oldest delinquent accounts are taken care of first, then the next oldest, and so on until the money runs out. Very rarely does it happen that there is enough money from a tax sale to cover all the costs and to reimburse the city entirely for its tax and assessment lien.

Those accounts for which there is not sufficient foreclosure money are, nevertheless, closed out and charged to the appropriation account, "Rebates of Taxes and Assessments."

Recently a "Tax Foreclosure" fund was created for the use of the Law Department. The resources of this fund are the receipts from the sale of tax lien real estate and they are to be applied by the city to the purchase of land in tax lien foreclosure cases. Previous to the creation of this fund, it was impossible for the city to bid at a tax sale more than the costs and the disbursements. Now the city can bid the full amount, can clear its delinquent tax accounts, and can hold the property purchased to determine the trend of the real estate market or the availability of the property for local improvement use.

Miscellaneous Revenues

All the revenues of the city other than the general city tax revenue are lumped together under the title "Miscellaneous Revenues." They are of various kinds and sources. Until a few years ago, one of the most important sources of miscellaneous revenue was liquor license receipts. This has now been displaced by other new sources such as the city's share of the state income tax. The state income tax consists of two parts—a corporation income tax and a personal income tax. Of the corporation tax, the city receives one third of the collections from Rochester corporations; of the personal income tax, the city receives a one-half share, based on the ratio of the assessed valuation of Rochester property to the total state valuation. [The receipts from the personal income tax, it is evident, are somewhat dependent on the assessed property valuations and a raising of the assessments toward the 100 per cent basis would result in larger revenue from this source.] A share of the bank stock tax, which is collected by the county, is also turned over to the city and added to its miscellaneous revenues. This tax has been declared unconstitutional and the city has refunded its proper share of the collections.

Interest on delinquent taxes and interest on general fund bank balances bring in a substantial revenue. There also are fines and various license and permit fees. In addition to these, many of the departments derive a revenue from their incidental operations. Charges for service rendered or for commodities sold make up the largest part of the departmental revenues. As examples of these, there may be mentioned bath house receipts, lunch room sales, sale of tankage and grease from the garbage plant, rent of market stalls, rent of public buildings and sale of old materials. The largest departmental revenues come from the utility departments. Although these are listed with the miscellaneous revenues, they are not applicable to the general fund but are resources of the special utility funds. The Department of Public Instruction receives a contribution from the state based on enrollment and on teachers employed. Since the Lockwood teachers' salary bill became law, the city has received a much larger amount from the state. The Rochester quota is $550 per teacher and is intended to recompense the city for raising teachers' salaries in compliance with the law.

Several methods have been provided for collecting miscellaneous revenues. Most of the license fees are collected by the Treasurer, although some are collected by the City Clerk and some by the Health Bureau. All contributions and quotas from the state or county, as well as all interest accruals, are of course collected through the Treasurer. Water rates are collected by the Treasurer; charges for meters sold and miscellaneous sales and services are collected by the department. Practically all department revenues are collected in this fashion—that is, directly by the department concerned—and the cash is turned over to the Treasurer. Detailed information respecting the legal authority, procedure and rates of fee for the various Rochester licenses is shown in the appended Table No. 2.

Miscellaneous receipts are not spread equally over the year. Contributions from outside jurisdictions are received sporadically; license fees are received mainly in January; departmental revenues are seasonal. Water revenues alone are fairly evenly distributed over the year, the revenues accruing every month of the year.

ASSESSMENT PROCEDURE

The procedure for authorizing the construction of local improvements and the levying of assessments to pay for the cost is laid down in detail by the charter. The Council may authorize an improvement and may direct that the whole of the expense of such improvement be charged against the property benefited, or with the consent of the Board of Estimate and Apportionment, that the whole or part of it be borne by the city at large.

Local Improvements

Consideration of a proposed local improvement may be begun by the city on its own initiative or as the result of a petition from interested

property owners. In either case the Council requires the City Engineer to make an estimate of the total cost and the maximum cost per front foot. As soon as the Engineer makes his report on estimated cost, the Council passes a "first ordinance," declaring its intention to require a specific improvement to be made, giving the estimated cost, the amount to be paid by the city (if any), the part of the city assessed, and the time for hearing allegations thereon. [If the first ordinance is amended to increase the cost, new public notices must be given and allegations heard again.] The "final ordinance" specifies in addition the number of equal annual installments in which the assessments are to be payable. The number of installments is limited by the charter, as follows:—

(a) When the estimated maximum cost per front foot is not more than $1.00, there may be not over three installments.
(b) $1.01 to $3.00—not over five installments.
(c) $3.01 to $5.00—not over seven installments.
(d) Over $5.00—not more than ten installments.

A "final ordinance" requires a two-thirds vote of the Council for its passage, unless the improvement has been requested by petition of a majority of the property owners affected.

Detailed account of the expense incurred under each local improvement ordinance is kept by the City Engineer and by the Comptroller. The charter places on the Comptroller the duty of ascertaining the expense of each local improvement which is to be assessed. The total expense as certified by him must include

(1) All damages or awards.
(2) All expense of construction.
(3) Interest on the money involved to the time when the first installment is due.

The items which go to make up the total cost are listed as follows in the Comptroller's report to the Assessors:—

Amount paid to contractor.
Amount paid for cartage.
Amount paid for advertising.
Amount paid for stakes.
Amount paid for local inspection.
Amount paid for general inspection.
Amount paid for labor by Street Department.
Amount paid for miscellaneous.
Charge for interest.
Total.

In calculating interest charges, the Comptroller uses the average rate paid by the city to secure cash for its assessment funds in anticipation of assessments levied. The rate used at the present time is four and one-half per cent. The term used varies, the interest being calculated on each particular disbursement from the date of the disbursement to the date when the first installment is due.

Collection of Assessments

When an improvement has been completed and the total cost certified by the Comptroller, it is the duty of the Assessors to make up assessment rolls and distribute the cost on a frontage basis. The charter requires that the Assessors furnish the Treasurer with a separate assessment roll for each local improvement ordinance. The Council has the power to correct errors in assessments or to reassess. Every assessment roll must be confirmed by the Council before going to the Treasurer.

Local assessments are due on the first day of the month following the receipt of the roll by the Treasurer, if the roll is received before the fifteenth; they are due on the fifteenth of the following month if received on or after that date. The Treasurer gives five days' public notice of every local assessment and has bills printed to send to the property owners assessed. The bills show the aggregate assessment and also indicate the dates on which the various installments are due.

The aggregate assessment or any of the installments may be paid at any time, but if the whole assessment is not paid at the time that the first installment is due, interest at the rate of six per cent per annum will be charged from the time of the first installment until the time of payment. As was stated above, if an assessment or an installment thereof is due but is not paid by the first of March the delinquent assessment is added to the tax roll. In such a case, the interest charged is ten per cent per annum from the time the assessment was due until June first following. Thus the city has no separate problem of collecting delinquent assessments.

The East Side Trunk Sewer Fund is a special assessment fund created by the charter to finance the construction of the East Side Trunk Sewer. It is provided that in 1908 and every five years thereafter the Council shall determine the amount necessary

(1) To pay bonds falling due in the five-year period.
(2) To pay any additional bonds.
(3) To pay interest on bonds.
(4) To pay any additional assessment for the reconstruction of a sewer or disposal plant.
(5) To pay interest to the time of the first installment.
(6) To pay expenses incident to making assessments.

The assessments, as thus determined, are payable in five equal annual installments. The procedure for making up the East Side Trunk Sewer rolls and for collections and for adding delinquents to the tax roll is the same as in the case of regular local improvement assessments.

Government property, i. e., property belonging to the city, county, state, or United States, is exempted from taxation but is not exempted from its share of local assessments. Hence the local assessment rolls include government owned as well as privately owned parcels of property and show the charges against them in the same way. There is this difference, however,—the total cost chargeable against the government is regarded as being payable in only one installment and if not paid when due it has no interest added to it for delinquency. Nor can it be added to taxes as are other delinquent assessments.

Theoretically, the city's share of local assessments is to be taken care of every year and out of a special appropriation item called "City's Share of Local Assessments." Of recent years, this item has been excluded from the budget, inasmuch as the city doesn't have to pay a penalty for delinquency, and because the charges have reached onerous proportions.

BORROWING PROCEDURE

"The Common Council has power from time to time to borrow money for city purposes and to cause to be issued therefor, in amounts designated by it, notes of the city directed by it and running for a period not exceeding eight months, and bearing interest at a rate fixed by the Common Council, or at its option by competition, not exceeding the legal rate of interest per annum, and bonds of the city, signed by the Mayor and Treasurer, sealed with the corporate seal and countersigned by the Comptroller and at the option of the Common Council, by a transfer agent designated by it, payable and transferable at such places as the Common Council may designate, running for a period or different

periods determined by the Common Council not exceeding thirty years, bearing interest at a rate fixed by the Common Council not exceeding the legal rate of interest per annum; such notes and bonds to be sold under the direction of the Comptroller, after competition, upon sealed proposals at not less than par. Bonds issued to meet appropriations for current expenses not anticipated or provided for out of current revenues shall run for a period not exceeding five years. . . . . The provisions of any general law or special law do not govern or apply to the issuance and sale of the notes and bonds herein authorized. Nor shall any such law unless hereafter enacted and specifically expressing an intention so to do, limit or affect the power of the Common Council to authorize the issuance of notes or bonds or to make appropriations." (Sec. 96, Charter.)

This grant of borrowing power is very broad and gives wide discretion to the city officials to issue securities for any purpose which can be regarded as a "city purpose." The important limitations may be specified as follows:

(1) The maximum interest rate, for both notes and bonds, is six per cent.
(2) Neither notes nor bonds may be sold for less than par.
(3) The maximum term for notes is eight months and for bonds thirty years (except bonds issued for current expenses, in which case the maximum term is five years).
(4) Competition for notes may be expressed in a variable interest rate or premium. Competition for bonds may be expressed in a variable premium only.

The kinds of borrowing in which the city engages may be classified as follows:

(1) Tax anticipation borrowing.
(2) Tax revenue borrowing (overdue taxes).
(3) Current expense borrowing.
(4) Borrowing for capital outlays or permanent improvements.
    (a) To provide working capital for assessment funds.
    (b) To provide capital for loan funds.

Tax anticipation borrowing is made necessary by the fact that the expenditures of the current year's budget begin in January, whereas the tax revenues do not come in until May and June. In order to provide funds for the operation of the government the first four months of the

year, so-called "revenue" notes are issued each month; those issued in January running five months, those issued in February running four months, those issued in March running three months, and those issued in April running two months. The notes mature approximately the middle of June when tax collections are at their peak and out of which they are liquidated. The four series of tax anticipation notes in 1922 aggregated $3,300,000 and cost $36,712.50 in interest.

Tax revenue borrowing is another kind of temporary borrowing necessary to convert the resources of the general fund into liquid form. At the end of every year some of the tax revenue is still uncollected, i. e., delinquent; but the budget appropriations cover the whole revenue whether or not it can all be collected the first year. Thus it is necessary to secure funds to finance the regular expenditures at the end of the year and the notes issued are liquidated out of the delinquent tax accounts when they are finally collected, either directly by the Treasurer or indirectly by the Law Department. As it is usually two or three years before all the delinquent accounts of a particular tax levy can be closed and as new levies constantly give rise to new delinquent accounts, the city must always carry a greater or less amount of tax receivable assets on its books. These assets must be covered by revenue borrowing, and the city will constantly have revenue notes outstanding, unless there is a large unapplied general fund surplus. These notes in Rochester are called "overdue tax notes," and the amount outstanding at the end of 1922 was $315,000.00.

Borrowing for Current Expense

Current expense borrowing arises out of several conditions. It may be a part of the budget plan that some of the current year's expenditures should be financed by borrowing. The securities issued may be temporary notes which can be carried along by continual renewal, or funded into bonds, or taken care of out of the next year's budget. Then again current borrowing may be necessary to provide for deficiencies such as occur when unforeseen emergencies arise or when the budget plan is not adequately enforced. In general, it may be said that borrowing for current expenses is an undesirable practice, unless required by emergency or legal complications. Prior to 1919 it had been resorted to in Rochester only to a slight extent. Since 1919 this type of borrowing has increased to amounts of considerable magnitude. Examples from

recent years are School Repair and Equipment Notes (1919) and General and School Current Expense Notes (1920, 1921 and 1922).

While borrowing is the exceptional thing in the case of financing current expenditures, it is, on the other hand, the primary means relied upon to finance capital outlays and permanent improvements. The improvements thus financed are of two kinds—(1) the so-called local improvements and (2) general city improvements. Local improvements are those which are to be paid for ultimately, either in whole or in part, by reimbursements from the property owners directly benefited. General city improvements are those which are to be paid for by the taxpayers as a whole through taxation.

Assessment Fund Borrowing

Local improvements are handled through assessment funds, which have been discussed previously. Borrowing is resorted to in the case of these funds, not to pay for the improvements, but merely to provide working capital in anticipation of the ultimate reimbursements. This capital is necessary for the period of construction, for the time allowed for payment by installment, and for the time necessary to transfer delinquent accounts to the tax roll. It is not the practice in Rochester to issue bonds to cover the cost of each particular local improvement (except in the case of the East Side Trunk Sewer and a few other minor exceptions), but rather to issue bonds for large amounts sufficient to cover the needs of the Local Improvement Fund as a whole, whether there are a dozen ordinances involved or a hundred. Rochester's Local Improvement bond issues have in recent years been both of the "term" and "serial" type and have the maximum life allowed by the charter, namely, thirty years. No particular provision is made for the redemption of local improvement bonds, except the automatic one of compulsory assessments. The status of the fund at the time of maturity determines whether a particular "term" bond shall be paid or refunded. Serial bonds must of course be paid serially out of collected assessments.

Loan Fund Borrowing

General city improvements are handled through loan funds. Unlike the assessment funds, there is a separate loan fund and a separate bond issue for each improvement or kind of improvement. Thus there is outstanding at the present time, besides water bonds and public market bonds, the following general bonds:—

Sewage Disposal Bonds.
Garbage Disposal Bonds.
Incinerator Bonds.
Convention Hall Purchase Bonds.
Exposition Park Purchase Bonds.
Fire House Construction Bonds.
Voting Machine Purchase Bonds.
City Garage Bonds.
Library Alteration and Equipment Bonds.
Park Bonds.
Playground Bonds.
School Bonds
Municipal Building Bonds.
Rochester and State R. R. Bonds
Municipal Improvement Bonds.
Canal Land Purchase Bonds.
Equipment (Street Cleaning) Bonds.
Municipal Land Purchase Bonds.

As soon as a loan fund has been authorized, contracts are let and the authorized expenditures are made. It is the practice to secure the necessary funds for current demands by issuing short term notes instead of bonds. This system provides the money only as needed and saves the payment of interest on a large amount of money which would not be spent immediately if bonds were issued at the beginning. When several note issues have accumulated or when the authorized expenditures are completed, the aggregate is funded by selling bonds and redeeming the notes with the proceeds.

Interest due on all outstanding notes and bonds is a fixed charge against the various funds concerned. Interest on the water indebtedness is payable out of the water fund, that on market bonds out of the market fund, and that on the assessment bonds and notes out of the assessment funds. Interest on all other indebtedness is payable out of the general fund.

Redemption of Debt

The indebtedness of the city is redeemed in various ways. For the redemption of temporary notes issued in anticipation of taxes, for overdue taxes, or for current deficiencies, the provision is automatic. By the nature of the case they are redeemed out of the revenues of the general fund either in the current or succeeding budgets. Likewise assessment indebtedness is redeemed out of assessment collections. The redemption of loan fund indebtedness depends upon the nature of the securities and then again upon the provisions for redemption that are laid down in the charter or the authorizing ordinances. If the bonds are of the serial type, a certain definite portion of the indebtedness automatically matures every year and the serial installments are contract liabilities which must be met. If the bonds are of the ordinary "term" type, special provision must be made for redemption outside the indebtedness contract itself. The method used is the creation of sinking funds. This is why bonds which are not of the "serial" type are sometimes called "sinking-fund bonds."

The purpose of a sinking fund is to set aside periodically out of current revenues installments which with accumulated interest earned can be applied toward the redemption of the principal of a debt at its maturity. A sinking fund scientifically made up would provide for an actuarially determined installment which with accumulated interest (earned either at the bank or through investment) would be sufficient at the time of maturity to "amortize" the loan, i. e., redeem it completely. Sinking funds are not always created scientifically nor are the accumulated funds always wisely handled and invested. Sometimes it is provided that certain specific revenues should be placed in a sinking fund or that a certain percentage of the principal or a fixed amount should be set aside every year as a sinking fund. These are all makeshift methods of establishing sinking funds and determining the installments.

With regard to the necessity of providing adequate redemption for its indebtedness and with regard to sinking funds, the charter of the City of Rochester says:—

"The Common Council has power to create a sinking fund for the redemption of bonds herein authorized, and to provide that there must be deposited therein annually fixed sums or percentages of the appropriations or revenues of the department, board, bureau or office for the benefit of which the bonds are issued; or it may provide that a certain sum must be raised annually by taxes and added to such sinking fund; or it may provide other means of paying or redeeming the bonds at maturity, or it may redeem the same by the issue of new bonds; or it may issue the same without creating a sinking fund, or making other provisions for the redemption thereof . . . . ." (Sec. 96 in part.)

In addition to the above general provisions, the charter makes specific provisions for the following sinking funds:—

General Sinking Fund.
Water Sinking Fund (General).
Water Distributing Sinking Fund.
Hemlock Lake Watershed Sinking Fund.
Park Sinking Fund.
High School Sinking Fund.
School Sinking Fund.
Public Market Sinking Fund.

Of these, the Water Distributing, High School, and School Sinking Funds are no longer in existence, having served the purpose for which they were created.

The Public Market Sinking Fund installment is to consist of "all revenues from hucksters' licenses except the part thereof directed to be paid into the police pension fund, and an annual sum raised by taxation or taken from the revenues of the market, sufficient to redeem at maturity the public market bonds." (Sec. 158.) It is the practice to credit this sinking fund every year with the whole surplus of the current Market Fund, and this has been more than sufficient in recent years to amortize the bonds outstanding. Market bonds amounting to $78,000 were held as investments in the Water Sinking Funds and were paid from the Market Sinking Fund in 1922.

The annual installment of $18,500, which was required by the charter to be added to the Hemlock Lake Sinking Fund, has also resulted in an accumulation which will be more than sufficient at maturity to redeem the Hemlock Lake Watershed bonds. The transfer of this installment has, therefore, been stopped.

The Water Sinking Fund is a general sinking fund which may be applied "for the purpose of redeeming bonds of the city now or hereafter issued for the construction, extension, betterment, repair, and maintenance of the water works system and for the redemption of which there is no sinking fund or an insufficient sinking fund provided." (Sec. 152.) The resources of this fund are three:—

(1) $30,000 annually out of water revenues.
(2) The annual surplus of the Water Fund.
(3) The surplus of any special water sinking fund.

The resources of the Park Sinking Fund are annual installments of $3,600 out of current taxes until such time as the fund "contains a sum sufficient to pay and redeem the park bonds or any re-issue thereof." This installment, which is one per cent of the original principal of the debt, will not be sufficient to amortize the bonds, it being estimated that there will be a deficit of about $100,000.00.

The General Sinking Fund may be used "to retire bonds of the city now or hereafter issued for which no sinking fund or an insufficient sinking fund is provided." (Sec. 151.) The resources of the fund consist of the annual surpluses of the General Fund and the surpluses of any other sinking funds except those created for the redemption of water works bonds.

The General Fund surpluses and the Water Fund surpluses have not been credited annually to the respective sinking funds, except when funds were actually needed to redeem bonds. The reason for not transferring these surpluses "each year," as provided by the charter, is that to do so would necessitate the borrowing of more money to finance the current budget than is now necessary. That is, these surpluses are used as working funds at the end of the year when the fund resources consist mainly of uncollected taxes and water rates. If the surplus moneys were not available for this purpose, it would be necessary to issue more Overdue Tax notes and to issue also some "Overdue Water" notes.

The charter sinking funds as discussed above are not the only ones on the books of the city. In accordance with the power granted it in the general bond section (Sec. 96), the Common Council has created sinking funds by ordinance. These sinking funds are usually authorized in the ordinances which create the loan funds. The installments provided for are usually (1) one per cent of the principal, or (2) a fixed sum, or (3) a sum sufficient to "amortize" the debt at maturity. The "one per cent" installments are usually insufficient for thirty year bonds; the "fixed-sum" installments usually have no scientific relation to the needs of the funds; while the "amortization" installments leave it to the Comptroller to calculate the sum required.

Premiums received from the sale of bonds are customarily placed in the sinking funds established to redeem them. The first credit to a special sinking fund, therefore, is the premium; later, credits are made for the annual installments, income from investments and interest on bank balances.

Another practice which should be mentioned in connection with the subject of sinking fund procedure is the custom of creating sinking funds for "serial" bonds as well as for the regular "sinking fund" bonds. In the case of serial bonds, the serial installment is put into the sinking fund and taken out again the same year. This is done because the debt service item "Redemption of bonds—direct or through sinking funds" is expended out of the General Fund in June every year, and, with one or two exceptions, the serial installments are not immediately due in June. To carry the debt installments in the sinking funds rather than in the General Fund results in a slight saving of interest for those funds at the expense of the General Fund.

If at the maturity of any bond issue, there is a deficit in the special sinking fund provided, or if there is no special sinking fund for redemption, three courses may be pursued:—

(1) The bonds may be paid out of the General Sinking Fund,
(2) They may be paid out of the current budget,
(3) They may be refunded.

PART II

HISTORY OF FINANCIAL TRANSACTIONS FOR LAST THIRTEEN YEARS

Study of the financial transactions of the city during the last thirteen years involves consideration, first, of the expenditures for various purposes, and second, of the means employed for financing the expenditures.

EXPENDITURES

Expenditures are naturally divided into two classes—current and capital. As was explained in Part I, current expenditures are made from the three current funds which come under budget control (the General Fund and the two utility funds), and also to some extent from the Local Improvement Fund. The budget expenditures for the years 1910 to 1922, analyzed according to organization units, are set forth in Table 3. The total of $14,133,475.23 for 1922 is an increase of 242 per cent over the figure of $4,137,298.30 for 1910. Reference to Table 4 will show the percentage increases for the most important organization units, as compared with this aggregate increase of 242 per cent.

In Table 5 the yearly budget expenditures are analyzed by "objects" into four classes, as follows:—Debt Service, Personal Service, Other Current Expense, and Acquisition of Property. It will be noted that Personal Service comprises over fifty per cent of each year's budget. Table 6 gives the percentage increase of the four classes of expenditure during the thirteen year period. The expenditures for Debt Service show the largest percentage increase. These expenditures have increased much more rapidly than the aggregate budget. This is to be attributed to the fact that in the last two or three years several note issues have been redeemed out of the budget in addition to the regular debt service items of interest, serial installments, and sinking fund installments. Personal Service shows a slightly greater percentage increase than the budget aggregate, while Other Current Expenses are considerably less.

The current services which are not covered by the budget but which are cleared through the Local Improvement Fund are as follows at the present time:—

Snow Removal (or sidewalk snow plowing).
Extra Lighting.
Sprinkling.
Care and Embellishment and Tree Planting.

Prior to 1920, the cost of street cleaning and flushing was also directly assessed through the Local Improvement Fund, but these services are now carried by the General Fund. The procedure whereby the cost of these current services is assessed through the medium of the tax roll was described above in Part I. Prior to 1918, "Extra Lighting" was assessed by the regular local improvement assessment procedure rather than by the tax-roll procedure. The cost of these services for each of the previous thirteen years is shown in Table 7. The "dates" in this table refer to the time of collection (or insertion in tax-roll) and the actual expenditures were made generally a year earlier. The table will serve both as a table of expenditures and as a table of assessments.

Capital expenditures are made from the Local Improvement Fund or from the various loan funds. The Local Improvement Fund provides working capital for the construction of various improvements, the cost of which is to be directly assessed against the property benefited. In order to allocate the expenditures from this fund to particular years, it is necessary to fix some arbitrary point in the financial process of construction and assessment by which to classify the individual improvements. The point used as a basis for the distribution in Table 8 is the date that the ordinances were certified by the Comptroller to the Assessors. In addition to being distributed by the years in which they were certified, the improvements are classified by kind as follows:—

Pavements.
Sewers.
Walks.
Openings, extensions, widenings, discontinuings, gradings and combinations.
(Grading, walks, and sewers).
(Grading and walks).
(Walks and sewers).
(Grading and sewers).
Removal of poles and lighting (Current expenses).
Miscellaneous.

The average yearly expenditures for local improvements of all kinds is slightly more than a million dollars.

All other capital expenditures, with the exception of the comparatively small items included in the budget for "acquisition of property," are made from the various loan funds. These expenditures for the past

thirteen years are classified by purpose in Table 9. The largest outlays have been made for the water system, for schools, for parks and playgrounds, for a sewage disposal system, for bridges and for police and fire buildings.

FINANCING THE EXPENDITURES

Revenues

The principal means of financing the current expenditures of the budget has been the current revenues. Borrowing for current expenses has been permitted to some extent, but up to the present time this has not materially influenced the customary practice of financing the budget from these three sources of revenue:—

(1) Tax revenue.
(2) Utility revenue.
(3) Miscellaneous revenue.

The sums derived from these sources of revenue during the last thirteen years are set forth in Table 10.

Of these the most important is the revenue derived from the city tax levy, since it comprises about five-sevenths of the total revenue. The general city tax was levied on a total assessed valuation in 1922 of $359,784,448.00. The assessed valuations used from 1905 to date, together with the constituent elements that go to make up the totals, appear in Table 11. Real estate is by far the largest element of assessed property; special franchises are next in importance. Since 1918, when most personalty was exempted from property taxation to make way for the state income tax, the element of assessed personal property has been negligible. The separate but negligible class called "Pension" means property purchased with pension money and which is subject to a smaller tax levy to cover the cost of schools and highways only.

The relation of the total assessed valuations to the estimated full valuations, and the equalization rates used by the State Tax Commission, are shown in Table 12.

It will be remembered that in the thirteen years from 1910 to 1922 inclusive, the budget increased 242 per cent. Similarly the tax levy, as shown in Table 10, also more than tripled in the same period of time. But the total assessed valuations, on which the levies are based, have increased considerably less than this. Hence it would seem inevitable that the

tax rate should have increased. That such was actually the case is evident from an inspection of the yearly rates, which are as follows:—

Year	City Rate	City Rate Pension*
1910	19.32	7.55
1911	18.96	7.53
1912	19.52	7.53
1913	19.34	7.42
1914	19.75	7.74
1915	19.73	7.87
1916	20.69	8.54
1917	18.89	8.45
1918	21.67	9.98
1919	24.06	10.35
1920	23.24	9.28
1921	22.881	11.03
1922	29.48	14.59
1923	28.444	13.79

*Property purchased with pension money is exempted from the full city tax rate, it being subject to a special rate based on the cost of schools and highways.

Tax Rate and Tax Limit

How does this tax rate compare with the tax limit laid down in the state constitution? The paragraph of the constitution in question reads as follows:—

"The amount hereafter to be raised by tax for county or city purposes, in any county containing a city of over one hundred thousand inhabitants, or any such city of this state, in addition to providing for the principal and interest of the existing debt, shall not in the aggregate exceed in any one year two per centum of the assessed valuation of the real and personal estate of such county or city, to be ascertained as prescribed in this section in respect to county or city debt—(i. e. 'as it appeared by the assessment rolls of said county or city on the last assessment for state or county taxes')." (Art. VIII, Section 10 in part.)

It will be seen from the foregoing that the tax limitation does not apply to the complete tax levy, but to that part of it covering general municipal expense. In other words, a tax levy for debt is unlimited, while a levy for general municipal expense is limited to two per cent of the assessed valuation of the previous year. In Table 13 the total tax levies are divided into these two parts, so that it is possible to calculate the ratio of the general municipal expense levy to the assessment of the previous year. The last column of this table gives the percentage ratios for the last eleven years and it is obvious that, for this period of time at least, the city has been right up to the tax limit.

It should be remembered that these tax limit ratios are purely technical and that, practically speaking, "tax limits do not limit." This is because the financing of the budget expenditures does not rely entirely upon the tax levy, but also upon borrowing. This point is discussed more fully in Part IV of this report.

Miscellaneous Revenues

After tax revenue, the most important single source of revenue is the revenue from the utilities. The market revenues consist of stall rents mainly and are the resource of the market fund. They are negligible in amount, as the total budget for the market is less than $15,000.00. Water revenues consist for the larger part of "meter rates." To these are added several smaller items such as Water Frontage Tax, Sale of Meters, Interest, etc. The 1922 revenue of the Water Fund was distributed as follows:—

Meter Rates	$1,015,178.73
Frontage Tax	15,006.54
Sales of Meters, Taps, etc.	28,941.00
Interest and Penalties on Water Rates	3,144.63
Interest on Bank Balances	2,894.11
Water Used by City Departments	147,007.88
Total	$1,212,172.89

All other miscellaneous revenues (i.e., excluding the utility revenues) yield at the present time approximately $2,800,000.00. The classification of these revenues and the amounts collected during the last thirteen years are shown in detail in Table 14. This table includes the utility revenues as well as those applicable only to the general fund. Several items of minor importance such as licenses for junk dealers, pawnbrokers and theatres, and fines and forfeitures are not shown in the table because the charter applies these revenues to the Police and Fire Pension Funds, and on the books of the city they are entered directly to the credit of these funds rather than indirectly (in and out) through the Miscellaneous

Revenues account of the General Fund. While the tax revenues have increased approximately 230 per cent during the last thirteen years, it appears from an inspection of the totals in this table that utility revenues have increased approximately 100 per cent and other miscellaneous revenues approximately 475 per cent. It should also be pointed out in connection with this table that the large item of liquor license receipts has been replaced in recent years by the city's share of the state income tax, personal and corporate.

Assessments

Direct assessments for current services correspond with the expenditures for current services as set forth in Table 7.

Unlike the assessments for current services, the assessments for local improvements are levied and collected according to the local assessment procedure outlined in Part I of this report. In Table 8 the cost of the local improvements certified in the last ten years is analyzed according to the kind of improvement for which the expenditures were made. The total yearly costs there presented are further analyzed in Table 15 according to the distribution of the charges as between the City of Rochester, the New York State Railways, all other property owners, and total. The charges against the City of Rochester are divided into two parts—one representing the charges against the city at large and the other the charges against city owned parcels of property. The charges against the city at large in 1913 and 1922 are unduly large because there are included ordinances for the Central Avenue bridge (1913) and for deepening the Genesee River (1922). On these ordinances the whole or a large part of the cost was assessed against the city at large. The charges against the New York State Railways are for the proportionate share of paving costs on streets in which car tracks are located. During the years 1917 to 1920, inclusive, the Railway Company constructed the pavements itself.

In addition to its share of the regular local ordinances, the city has to bear every fifth year its share of the East Side Trunk Sewer assessment. It must also bear its share of the cost of the current services added to the tax rolls every year. A summary of these various charges against the city is given in Table 16.

It was explained above in Part I that assessments against the city were regarded as being payable in one installment, but that no penalty was imposed for non-payment The city's share of the East Side Trunk Sewer assessments and the additions to the tax roll have been currently taken care of, but most of the city's share of the regular local ordinances was delinquent until early in 1922, when a bond issue of $1,750,000 was floated to clear up the delinquency and reimburse the local improvement fund.

Borrowing

After current revenues and assessments, there remains to be considered a third method of financing the expenditures of the city, namely, borrowing. The description of the borrowing procedure in Part I included an enumeration of the various purposes for which money might be borrowed. The proceeds of borrowing from 1910 to 1922 are shown in summary form in Table 17 and in more detailed form in Table 18.

It was explained in Part I of this report that most of the city's borrowing takes the form originally of note issues and is later converted into the form of bonds. A summary of the note transactions that have taken place from 1910 to 1922 is presented in the following statement:—

Balance outstanding January 1, 1910		$ 2,614,000.00
New Notes issued 1910-1922		57,374,045.75
Total Notes Issued		$59,988,045.75
Notes paid from Current Revenues	$30,861,045.75	
Notes Funded	23,202,000.00	54,063,045.75
Balance outstanding December 31, 1922		$5,925,000.00

The transactions thus summarized are further amplified by years and by purpose in Tables 19 and 20.

Referring to Table 20, it is shown that during the thirteen year period new notes were issued (exclusive of Revenue Anticipation Notes) to the amount of $31,971,545.75. Of this amount $5,458,545.75 was liquidated out of current revenues or assessments. By far the largest portion of the note issues was funded into bonds. On December 31, 1922, the notes outstanding which had not yet been funded or otherwise liquidated amounted to $5,925,000.00.

It is evident that the issue of notes and the issue of bonds are very closely tied up together, the notes being issued first and the bonds later in order to save interest. The bond issues are summarized by years in Table 21 and are given in detail by purpose in Table 22. The individ-

ual issues are set over against the notes that were funded. It should be noted, however, that in 1912, 1913, 1914, 1921 and 1922, there were several cases in which the proceeds of the bond issues were used directly for construction or for bond refunding. These cases are exceptions to the customary procedure.

Debt Limit

The question naturally arises, to what extent has the city approached its debt limit? The city's debt limit is laid down in Article VIII, section ten of the state constitution. It is as follows:—

"No county or city shall be allowed to become indebted for any purpose or in any manner to an amount which, including existing indebtedness, shall exceed ten per centum of the assessed valuation of the real estate of such county or city on the last assessment for state or county taxes prior to the incurring of such indebtedness; and all indebtedness in excess of such limitation except such as now may exist, shall be absolutely void, except as herein otherwise provided. No county or city whose present indebtedness exceeds ten per centum of the assessed valuation of its real estate subject to taxation, shall be allowed to become indebted in any further amount until such indebtedness shall be reduced within such limit. This section shall not be construed to prevent the issuing of certificates of indebtedness or revenue bonds issued in anticipation of the collection of taxes for amounts actually contained or to be contained in the taxes for the year when such certificates or revenue bonds are issued and payable out of such taxes. Nor shall this section be construed to prevent the issue of bonds to provide for the supply of water; but the term of the bonds issued to provide for the supply of water, in excess of the limitation of indebtedness fixed herein, shall not exceed twenty years, and a sinking fund shall be created on the issuing of the said bonds for their redemption, by raising annually a sum which will produce an amount equal to the sum of the principal and interest of said bonds at their maturity. All certificates of indebtedness or revenue bonds issued in anticipation of the collection of taxes which are not retired within five years after their date of issue, and bonds issued to provide for the supply of water, and any debt hereafter incurred by any portion or part of a city, if there shall be any such debt, shall be included in ascertaining the power of the city to become otherwise indebted; except that debts incurred by any city of the first class after the first day of January, nineteen hundred and four, to provide for the supply of water shall not be so included."

What specific liabilities are included in the term "existing indebtedness," and what exemptions are allowed have been thoroughly construed by the courts. As far as Rochester is concerned, the gross debt includes all of the bond and note indebtedness; the exemptions are two: (1) the assets of sinking funds which are applicable to included debt, and (2) water indebtedness incurred after 1904. The exemption of water debt issued after 1904 was made applicable to Rochester (to "any city of the first class") by a constitutional amendment in 1917.

Table 23, which analyses the debt statements for the last twenty-three years, reveals the fact that Rochester was practically up to its debt limit continuously until 1917, when the aforementioned water exemption was granted. This added five million to the total exemption. At the present time (December 31, 1922) the city is $3,424,000.00 under the limit.

Debt Redemption

Maturing indebtedness has been taken care of in various ways, some of the temporary notes being paid out of current revenues, and the long-term bonds being either redeemed out of sinking funds or refunded. Serial bonds have of course been paid periodically, sometimes directly out of the budget, but mostly through the sinking funds. There is no regularity of practice with respect to whether or not serial payments shall be made out of sinking funds. Therefore, Table 24, which shows the various payments out of the sinking funds from 1910 to 1922 inclusive, is not a complete history of all bond payments.

Table 24 also shows that all the sinking funds together received aggregate additions, from 1910 to 1922, of $4,884,008.75. Somewhat more than half of this amount (or $2,734,869.98) was received from the tax levy, either in the form of serial or sinking fund installments out of the budget or else in the form of fund surpluses. The summary debt service payments out of the last thirteen budgets are presented in Table 25. The figures there given include both the interest payments and the redemption payments. Separate analyses of the general debt service, water debt service, and public market debt service are given in Tables 26, 27 and 28.

The only public market debt payments made out of the budget are for interest on market bonds. Contributions to the Market Sinking Fund consist, by charter requirement, of the annual Market Fund surplus balances. As the market bonds have recently been retired, the Market Sinking Fund is no longer required. While the Market Fund

surpluses have been transferred regularly, the Water and General Fund surpluses have been transferred sporadically. The practice with respect to the General Fund surpluses is to transfer old surpluses whenever the General Sinking Fund has to have resources with which to meet its obligations. The transfers have been as follows during the last thirteen years:

1910	$162,219.06
1911	74,292.27
1913	23,530.74
1917	340.19
1919	50,000.00
1920	89,868.33
1921	10,000.00
1922	100,000.00

The irregular character of the sinking fund transactions is due largely to the fact that the charter sets up the sinking funds on an unscientific basis. An analysis of the present sinking fund condition and a study of what is necessary to put the funds on a scientific basis and to make them adequate for their purpose is presented in Part III and Part IV of this report.

PART III

FINANCIAL CONDITION OF THE CITY AT THE PRESENT TIME

In studying the financial condition of the city it is not necessary, as in the case of a private business, to present a balance sheet of assets and liabilities. The city's obligations are not liens against the material assets of the city nor does its solvency depend upon the ability to show a surplus. On the other hand, a city's financial condition is tested by the service it is rendering and the means it has at hand for financing the cost of such service. Such a test involves a study of the tax and debt limits at the present time and the mortgaging of the same for future years.

Without going into an appraisal of the cost of the various functions performed by the city, an attempt will be made in this part of the report to outline the immediate demands upon the city in the coming year and to discuss briefly the various means that may be used to finance these demands. As explained previously, the three main sources of funds are revenues, assessments and borrowing.

GROWING EXPENDITURES

It will be remembered that the city budget increased 242 per cent from 1910 to 1922. The total budget expenditure for 1922 is $14,133,475.23 as compared with expenditures of $12,888,777.93 for 1921. Beginning with the year 1918, the budget has increased more than $1,000,000 each year. The year 1921 is an exception as the increase amounted to more than $2,000,000. This is attributable to the fact that the salaries of city employees were increased in that year. In 1920, for the first time, it was contemplated that borrowing should constitute one of the main resources of the budget and this part of the plan did not appear in the "spring budget" nor were appropriations passed for the full contemplated expenditures of the Department of Public Instruction. The budget program actually contemplated expenditures of at least $800,000.00 more than appears in the budget appropriation. This plan has continued ever since with a notable increase in the borrowings during the last two years. It is evident that expenditures are growing apace and that provision must be made for even much larger current expenses.

Expenditures for Schools

Much of the responsibility for this condition must be laid at the door of the schools, for educational costs the last few years have grown out of all proportion to the costs of the other departments of government. By charter provision and by state law the administration of the schools has been separated from the general city administration and is largely uncontrolled by the central financial officers of the city.

The 1920 education statute, popularly known as the Lockwood Law, sets certain minimum salary requirements for all teachers in the state, which are substantial increases over the prevailing rates paid in the various cities. The increased salary cost, made necessary by this law, is largely offset, however, by the granting of state aid. This aid takes the form of a quota, which varies according to the size of the city and which depends upon compliance with the law in other respects. For Rochester, the state quota is $550 per teacher. The state aid money is secured by a direct tax levy.

Although capital expenditures were curtailed during and immediately following the war period, owing to the high cost, the inevitable resumption of capital projects has taken place. In 1920 no bonds were sold because there was no market for them at a reasonable rate of interest. In 1921 and 1922 bonds aggregating $11,116,000 were issued to fund outstanding notes and to provide working capital for new projects.

The immediate future, therefore, does not give promise of reduced expenditures, whether out of current funds or out of assessment or loan funds. Lower unit costs, if they occur, will likely be more than offset by increasing quantitv of service and improvements. The net result will likely be increased total expenditures in every line of municipal activity.

CONDITION OF THE REVENUES

To meet the inevitable increases in expenditures, what is the condition of the city's revenues? How expansible are the tax revenues, utility revenues, and miscellaneous revenues?

Increasing Assessed Valuations

The productiveness of the general city tax involves two considerations—first, the assessment "base" on which the tax is levied, and second, the tax rate allowed under the tax limit provision of the constitution. Obviously, the yield of a certain tax rate is directly proportional to the assessed valuations, and if the assessments are raised a given percentage the total levy can be increased by the same percentage without changing the rate. The assessed valuation of Rochester property has been equalized as being about 88 per cent of full value. If this percentage is fairly accurate, it is evident that there is a considerable margin for an increase in assessed valuations toward the 100 per cent mark. A general increase in the level of assessments was made in 1921 by the Board of Assessment and Taxation, to the extent of approximately 20 per cent. This move brought assessed valuations considerably closer to the actual values (figuring the actual values on a permanent basis and not taking advantage of temporary inflation) and also provided a substantial increase in tax revenue. In spite of this increase, additional revenue was not sufficient to meet the increase in current operation costs. A normal annual increase in valuations is to be expected but it is not probable that this will ever be sufficient to offset the increases in operation costs.

If increasing the assessments will not yield an immediate increase in revenues, can such a result be secured by increasing the "unlimited" or "exempt" part of the tax rate? The tax limit applies to a levy for "city purposes" and exempts from the limitations the items for debt service. Thus the tax levy in Rochester has customarily been divided into two parts:—one, "unlimited," to cover whatever was required for general fund debt service (i. e. interest on general notes and bonds and redemption of same whether direct or through sinking funds); the other, "limited," being the remainder of the budget minus the estimated miscellaneous revenues. The only way in which the total levy can be materially increased is to enlarge the "unlimited" part of the levy. This may be done either by increasing the debt service or by defining certain functions of the city so as to exclude them from the term "city purposes." The former method has been used to a considerable extent in many of the cities of the state; the latter method has been the subject of court action in Rochester and "city purposes" has been defined. As a result of the court adjudication the city can despair of any relief by excluding certain functions from "city purposes."

Borrowing for Current Expenses

The expedient of borrowing for part of the current expenses of one year and taking care of such temporary indebtedness in the debt service (unlimited) item of the following year's budget is an effective way of

getting around the tax limit, while technically it does not violate the letter of the constitutional mandate. This practice has not been necessary in Rochester until the last four years. In 1919, $250,000.00 of the school expenditures were taken care of by selling School Repair and Equipment notes; these notes were liquidated out of the 1920 tax levy. In 1920, $900,000.00 was borrowed, in 1921, $2,129,000.00 and in 1922, $1,940,000.00, and in each of these cases the notes were paid off in the following year. It appears as though this practice would have to be resorted to indefinitely unless relief of some kind is forthcoming.

Utility Revenues

It is axiomatic that the rates charged by municipal utilities should be sufficient completely to cover all costs of operating the utilities. In other words, utility revenues should be applied as the resources of special utility funds and it should not be necessary to subsidize these funds from tax revenues.

The Public Market seems to be paying its way. But the same cannot be said of the Water Works, the city's single important utility. Although material increases in the water rates were made in 1921, which should provide sufficient money to make the utility self-supporting, such a condition is precluded by work performed for other departments and rebates to "charitable institutions" for which the Water Bureau is not reimbursed.

Miscellaneous Revenues

Miscellaneous revenues have been increased in recent years because several of the most important items are new or have been changed by legislative enactment. For example, the city received an allotted share of the state personal income tax for the third time in 1922; and a share of the corporation income tax for the fifth time. The quota from the state for education has been much enlarged in compliance with the 1920 law; but such quota has been entirely offset by mandatory salary increases. The return from the city's share of the state corporation income tax has also increased considerably.

A good many of the license fees as well as fines and fees of other kinds are fixed by state law and are not subject to municipal adjustment. Much of the return from miscellaneous sales is dependent on market conditions and cannot be arbitrarily increased. On the other hand, many of the license fees are fixed locally and are capable of adjustment. Most of them have not been changed for many years. Moreover, many businesses and privileges are carried on for which no fees are now charged

and from which a considerable revenue might well be derived. A fuller discussion of the license and permit question is presented in Part IV of this report.

CONDITION OF ASSESSMENTS

Direct assessments provide an adequate means of financing local improvements. No specific constitutional, statutory or charter limitation restricts the amount of money that may be raised by this means, provided always that it is to be used for defraying the cost of special improvements from which the contributing property owners derive a special benefit. The city is free, therefore, to proceed with a local improvement program as dictated by the needs of the city and subject only to the restraint of public opinion and the constitutional debt limit.

The city is not cumbered with the problem of collecting delinquent assessments from property owners. The procedure for adding such delinquent accounts to the annual taxes was explained above in Part I. As previously stated, charges against the city are not subject to the same penalties and procedure as charges against private owners. It is a situation for concern that the public indebtedness to the Local Improvement Fund for delinquent local charges is accumulating again in large proportions. Approximately $400,000 has been added since the bond issue in January, 1922, and to this may be added $568,000 for the city's share of the Clarissa Street bridge project which has been completed, but not certified.

INDEBTEDNESS CONDITION

Table 29 gives an analysis of the city's bonds outstanding as of December 31, 1922. The total bonded indebtedness is there shown to be $35,719,795.00. At the same date, temporary notes were outstanding to the amount of $5,925,000.00, making a total outstanding indebtedness of $41,644,795.00. The note indebtedness outstanding at the end of the year 1922 is classified in Table 30. The problem of the immediate future with respect to borrowing has to do with the disposition of this large outstanding note indebtedness. A program for funding a large part of it is now pending.

While the total indebtedness is sufficiently under the debt limit, indications are that this condition will not maintain very long. With large projects and with local improvements increasing rapidly, the debt problem promises to become more and more acute in the immediate

future. Unless some definite program of improvements is adopted which will take cognizance of the financial means, the city may find itself in an embarrassing financial situation.

Sinking Funds

The condition of the sinking funds is decidedly unsatisfactory because of the unscientific manner in which they were created. The balances of the various sinking funds as of December 31, 1922, are shown in Tables 31, 32, 33 and 34. Attention is called to the General Sinking Fund and the Water Sinking Fund. It will be remembered that the charter provides that the surpluses of the general fund shall be periodically transferred to the general sinking fund and that the surpluses of the water fund shall be transferred to the water sinking fund. These surpluses comprise the main resources of these two charter sinking funds. For reasons explained previously the charter provisions requiring a transfer of these surpluses have not been enforced. It has been the practice for the city to transfer an amount from the surplus account to the sinking fund account only when funds were actually needed to take care of some maturing bond issue. For example, an amount of $100,000.00 was transferred from the general surplus account to the general sinking fund on August 30, 1922, in order to provide funds for the redemption of an issue of bridge bonds maturing September 1, 1922. There still remains, however, in the general surplus account a balance of $571,655.92 which technically belongs to the general sinking fund, but which actually has not been transferred. The yearly surplus balances for the last thirteen years which go to make up this total balance of $571,655.92 are as follows at the present time:—

1910	Closed out to General Fund	
1911	Closed out to General Fund	
1912	Closed out to General Fund	
1913	Closed out to General Fund	
1914	Closed out to General Fund	
1915	Closed out to General Fund	
1916	Closed out to General Fund	
1917		$ 22,864.64
1918		70,227.11
1919		60,410.85
1920		46,976.29
1921		84,205.12
1922		286,971.91
Total		$571,655.92

The water fund surpluses have accumulated in a similar manner and present a total amount of $206,169.53, which still remains in the surplus account and has not been transferred to the water sinking fund according to the charter mandate. As it is impossible to know just how much or when these surpluses will be transferred, they have not been included in the tables purporting to show the balances of the various sinking funds.

In considering the question of deficits in the various sinking funds, it is comparatively easy to calculate the deficits for those special sinking funds to which a definite calculable installment is transferred every year. But with respect to the water sinking fund and the general sinking fund, it is difficult to estimate the deficits because of the erratic character of their resources. An estimate has been made, however, of the assets of the special sinking funds at the maturity of the bonds which they were set up to amortize. In most every case, the estimated assets will be inadequate completely to amortize the respective bond issues and deficits will result. These estimated deficits are shown in Table 35.

The charter states that the deficit resulting in any special sinking fund at the time of maturity shall be made up out of the general sinking fund or the water sinking fund (depending upon whether the bonds are general bonds or water bonds). The estimated deficits listed in Table 35 amount in total to approximately $1,846,000.00. This amount, therefore, is a legal charge against the two charter sinking funds; not only must the two charter sinking funds take care of these estimated deficits, but, according to the charter, they must also redeem all other bonds for which no sinking fund provision whatever is made. It is difficult to calculate whether the general and water sinking funds will be able to meet their legal requirements because it is impossible to guess what the general and water surpluses are going to be in the future. As has been stated repeatedly, the installments which should go into a sinking fund should be computed actuarially. Tables are given in Part IV to show how such annual sinking fund installments are figured and what is necessary to make the sinking funds adequate to meet their requirements.

PART IV

PROPOSED CHANGES IN POLICY AND PROCEDURE

The preceding parts of this report have dealt with the financial procedure, history and condition of the city. It is the purpose of this part to consider briefly what should be done at once to meet the immediate crisis, and what ought to be done in the future in the way of effecting permanent changes in procedure to better this financial condition. To this end, definite recommendations are made, not with a view to laying down in detail the steps of a proposed program, but in order to present the general principles involved and to indicate the relations of these principles to the situation as it exists in Rochester.

EXPENDITURES

The question as to what functions of government should be expanded or restricted and what particular items of expenditures should be changed involves study and analysis of each operating department of the city. Obviously such analysis is not possible in a report of this kind; therefore, recommendations as to particular departmental expenditures are not presented herein. Attention is directed solely toward the general financial policy of the city.

From this point of view certain comment is possible concerning the four main classes of expenditures outlined in Part II (namely, Debt Service, Personal Service, Other Current Expenses and Acquisition of Property). In particular it may be said that past expenditures for Debt Service have been inadequate and that adherence to proper financial standards requires a material increase in this item. The indebtedness requirements which necessitate this material increase are considered in detail in a later section of this report under the head of "Borrowing."

As salaries of city employees were adjusted in 1921, it is not expected that there will be any general increase in the immediate future. From time to time some adjustments probably will be made. It is obvious that in the future the raising of salaries should not take the form of a flat percentage increase, which would preserve and accentuate the inequalities existing in the present salary schedule. There are innumerable cases in

which employees of the city doing similar work but in different departments receive greatly disparate salaries. It is necessary for the sake both of economy and of justice to the employees that titles and positions in the service should be standardized before salary increases are allowed. A standardization of titles and positions as a basis for salary adjustments has already been recommended by this Bureau and it is hoped that the adoption of such a program will precede any authorization for increased salary expenditures.

Similarly, as increased expenditures are necessary for other current expenses such as materials and supplies, it is obvious that such expenditures should be made through as effective a purchasing procedure as possible. A strictly administered system of centralized purchasing will do much to lower the cost of materials and supplies to the city. The operation of the purchasing procedure which is now being used has been made the subject of a special investigation by this Bureau and a report embodying recommendations for changes has been submitted to the Mayor. It is believed that the necessary steps to effect the changes will be taken in the near future.

It is proper that expenditures for capital outlays should be made from loan funds (i. e., from funds whose resources are the proceeds of borrowing), while current expenditures should of course be made from current funds. In other words, current expenditures should not be made out of loan funds. It is also desirable that to as large an extent as possible, some capital expenditures should be made out of current funds. The latter was the practice in Rochester to a considerable extent up to the time of the war. Now, because of the restrictions of the tax limit, most of the capital outlay items that used to be in the current budget have been eliminated and are considered as operations of the loan funds. This seems to be justified by the present exigency, but it is believed that the old practice should be resumed as soon as possible because of its safety and conservatism.

On the other hand, the present financial situation offers a temptation for the city to charge as many current expense items as possible against loan funds and this tendency should be strongly resisted. It is thought that the central financial officers of the city should exercise a close supervision over the vouchers which are charged against the various loan funds. Particular attention is called to the application of this point in the case of the Water Works Improvement Fund. That fund,

which is financed by the proceeds of 30-year borrowing, has been used to a considerable extent to pay claims for questionable items of capital outlay, at least for items which are very largely consumable and of comparatively short life.

REVENUES

Tax Revenues

The effort which the Department of Assessment and Taxation is now making to raise the assessed valuations of Rochester property is commendable and is in line with the tendency toward assessment reform in all the larger cities of the country. It is generally regarded as desirable that the assessed valuations of property, upon which taxes are based, should be made to coincide as nearly as may be possible and practicable with the actual values. It should be pointed out, however, that as the assessed valuations approach actual valuations, the way is opened for much more frequent and insistent objections on the part of the taxpayers to the decisions of the assessors. Hence, it is necessary that the assessors should be sure of themselves and that the assessed valuations should be based upon some scientific system of assessment which will adequately support the city as against the complaints of the taxpayers. This matter of a revision of the assessment methods used in Rochester has been made the subject of a special study by the Bureau of Municipal Research, and a report on the same has been recently published.

The raising of the assessments will do much to relieve the financial embarrassment of the city. This is true not only because the city will have a larger base for municipal taxation, but also because the city will thereby receive a larger pro rata share of the state personal income tax. (See page 18.) But the big problem of how to finance the constantly increasing expenditures of the city cannot be solved by this method. A real solution must take into account the question of the validity of a municipal tax limit. For practical reasons, most city officials are opposed to tax limits. It should be emphasized that their position is correct on the grounds of theory and principle.

The financial operations of a city are limited in a double way by the provision of the state constitution relating to indebtedness and taxation. This provision was adopted many years ago when the scope of municipal government was not nearly so wide as it is now, and if a two per cent limit was proper in the old days it surely cannot be said that a two per cent limit is fair at the present time. · Not only is it true that the functions

of municipal government have rapidly increased in number and scope, but it is obvious also that a tax limit is not a proper method for restricting the activities of a city. It would seem to be preferable that the kind of functions in which a city may engage should be limited (if any limitation whatever is desirable) and that a city should be permitted to pay as it goes for its authorized activities. Furthermore, there is a psychological reason why tax limits are unnecessary—the same reason that makes debt limits necessary. Because of the immediate and direct pressure which taxpayers can bring upon a city administration, it is natural that a city should not desire to pay for its current activities completely as it goes and that it should desire rather to put off to future generations as much of the burden as possible. In other words, the imposition of taxes is restrained by the direct, selfish interests of the taxpayers; while there is no such influence restraining the borrowing of money and the shifting of burdens to the future. Hence, it seems only logical that for taxes an artificial legislative restriction is not necessary but that for borrowing such a restriction is necessary.

It is important that the city should recognize its position in this matter of the tax limit and it is recommended that the city officials take an out-and-out stand against the constitutional tax limit of the state. To change the constitutional provision itself seems to be an impossible task, but there are other ways in which the city can use its influence in the movement to change the tax limit. Without amending the constitution, the tax limit can be changed in effect by securing the exemption from it of certain functions of the city government, such as education. The logic of the situation with respect to education has been discussed previously in this report. A movement is on foot to have the state legislature "define" education out from under the constitutional provision. This movement has also taken the form of a suggestion that the cost of education be financed out of separate school tax levies. Possibly such separate school levies would be subjected to another tax limit, but it would at least have the effect of raising the two per cent limit.

Utility Revenues

Inasmuch as the Water Works is the one large utility owned by the City of Rochester, consideration of utility revenues is largely confined to a consideration of the adequacy of the water rate and the various other charges for service imposed by the Water Bureau. It need only be stated here that the question ot utility revenues is quite detached from the

other financial problems of the city because of the principle that a utility should be completely self-sustaining. The complete financial burden of a utility should be carried by its own revenue and it should not be subsidized from the general fund of the city; nor should it be required on the other hand to contribute a surplus to the general fund of the city.

Miscellaneous Revenues

The most important single item in the list of miscellaneous revenues of the city is the city's share of the state income tax. This tax consists of two parts: the tax on personal incomes which is distributed one half to the cities on the basis of assessment valuations; and the tax on corporation incomes which is distributed one-third to the cities on the basis of the location of the businesses. The exemption of personal property from municipal taxation is a supplementary provision of the state income tax law. In seeking for new sources of revenue the question has often arisen as to whether or not cities could tap the source of income taxation, since real estate is already heavily burdened. The administrative difficulties of local collection, however, make municipal income taxes impracticable. But it has been suggested that the cities of the state might secure more revenue from this source indirectly, by being granted a larger share of the state income tax. This last suggestion seems to be a practical one and it is therefore recommended that the City of Rochester actively back the movement to obtain for municipalities a larger share of that tax than they are now receiving.

An upward revision of the license and permit fees is one of the first steps commonly employed by cities in meeting their needs for more revenues. Particular attention should be given to this method in Rochester because the revenues from this source appear to be less than in most other cities of similar size. In Rochester license fees are lower than the average, there are fewer occupations licensed, and no fees at all are charged for permits. Comparative collections from this source in 1919 (last available figures in this form) for thirteen cities of Rochester's population class are shown in Table 36. The total collections are divided into five classes:—

(1) Business taxes without issue of license.
(2) Business taxes with issue of license.
(3) Dog Licenses.
(4) General Licenses.
(5) Permits.

It will be seen that Rochester is almost at the bottom of the list as far as amount of collections is concerned.

It has been the practice for southern cities to impose special business taxes on practically every business, trade, or occupation as an exercise of their revenue-raising power. There is doubt as to the legality of such procedure in the cities of New York State, but much larger license fees and more of them can be imposed as an incident to the exercise of the police power. The courts have held that the imposition of license fees is an exercise of police power provided there is a reasonable relation between the amount of the fee and the cost of the police or other supervision required. Under this interpretation of the city's police power, there is ample justification for the suggestion that the present license fees be raised to correspond more nearly with those imposed in other large cities. Then, in addition, there are other occupations or businesses which are, or ought to be, subject to municipal regulation and which are not now licensed. Among such non-licensed occupations may be mentioned dealers in certain food products, automobile agencies, dealers in explosives (gasoline dealers, gas filling stations, kerosene or naphtha dealers, dealers in fireworks, powder or firearms), dances and stands in public places.

Until recently, Rochester was the only large city in the State of New York which did not license public vehicles (taxicabs, etc.). With the adoption of a motorcab ordinance, the city now regulates these vehicles and imposes fees which amount to a considerable sum.

As stated, the City of Rochester does not charge fees for its various permits. Here again there is room for additional revenue. The city would be justified in charging fees to cover at least the clerical and inspection cost of granting permits. Some cities also charge a periodic fee or rental where periodic inspection is necessary or where the privilege granted is of a permanent nature. Of the former class would be a fee for periodic inspection of boilers or elevators; of the latter class would be a rental for the privileges of encroaching on public streets with signs and areaways. Permits which might be covered by fees are of two general classes, as follows:

1. Building Permits.
   To build.
   To occupy.
   To demolish.

To move.
To install plumbing.
To install boilers.
To install electricity.
To install elevators.

(Fees for original permits; fees for periodic inspection, where necessary.)

2. Permits for encroachments or occupancy of streets.
To excavate in street, temporarily.
To store materials in street, temporarily.
To enclose street for building purposes, temporarily.
To move heavy loads over streets.
To move buildings over streets.
To erect signs, awnings, bay windows, hoods, marquees. balconies, cornices, etc., over street lines.

(Fees for original permits; periodic rentals for privileges, if title of streets is in city.)

To construct areas, cellars, tunnels, bridges, tracks, pipes, etc., under, on, or over streets.

(Fees for original permits; periodic rentals for privileges, if title of streets is in city.)

Considerable data have been gathered by the Bureau of Municipal Research on the rates and fees charged by other large cities and by New York cities for permits and licenses. If the city desires to consider this recommendation that rates and fees be raised or be imposed where now there are none, such detailed information will gladly be placed at its disposal.

ASSESSMENTS

No changes are recommended at this time with regard to the procedure for levying assessments for local improvements.

It is recommended that the city's share of local improvement assessments which is delinquent at the present time be taken care of immediately as a part of the city's bonding program. It is thought also that the Charter should be changed to provide a method whereby such accounts will be properly taken care of in the future. The Charter also should stipulate that those improvements for which the city at large is to pay the whole cost shall be financed out of special loan funds and not out of assessment funds. These recommendations will be amplified in the next section.

BORROWING

The borrowing question has two aspects: first, what shall be done in the immediate future to carry the city over its present financial crisis; and second, what changes in policy and procedure shall be instituted to protect the city against unwise borrowing and against inadequate debt service.

Immediate Program

Referring to the immediate borrowing program, it should be pointed out that the city is wise in funding as soon as possible its outstanding temporary indebtedness. An analysis of the temporary indebtedness as of December 31, 1922, is shown in Table 30. With respect to these notes and the bonds that are proposed to be issued, the following recommendations are made:

1. The term and type of the assessment bonds should be determined from purely fiscal considerations.

2. The Sewage Disposal and Municipal Building Construction bonds should have a term of not more than twenty years.

3. The Land Purchase, School and Water bonds may justifiably be issued for a thirty year term.

4. All bonds issued should be of the serial type. [This is to insure adequate redemption.]

5. If any of the bonds issued are of the sinking fund type rather than the serial type, it is suggested that the authorizing ordinances include provision for sinking fund installments "sufficient to amortize at maturity," rather than the customary provision for annual installments of one per cent.

6. The indebtedness of the city to the Local Improvement Fund on account of delinquent local improvement assessments should be taken care of by an issue of ten year serial City Improvement Bonds.

7. The temporary indebtedness incurred on account of current expenses (or budget deficiencies) should not be funded at all, but should be placed in the next year's budget.

In view of the situation in which the city finds itself and in view of the fact that the city must get around the tax limit, if it is to finance its operations adequately, it is recommended that the city engage temporarily in current expense borrowing such as was done in 1920, 1921 and 1922. This is recommended with the provision that temporary current expense indebtedness shall not be funded, but shall in every case be included in the budget of the year following that in which the indebtedness is incurred. Normally this is an unwise and expensive proceeding and it is justified in the present emergency only for the technical reasons which have already been explained. Furthermore, this recommendation is pertinent only in case the city does not succeed in securing legislative authorization for the exemption of educational costs from the tax limit.

Bonding Section for the Charter

The situation of the city with respect to indebtedness and sinking funds can be remedied most effectively by charter amendments. The adoption of a bonding program such as has been recommended above for the immediate future would partially solve the indebtedness problem of the city, provided it were continued year after year. But it is thought that the only safe way in which to guard the city against an abuse of its borrowing power is to write into the charter certain financial limitations.

The section of the charter dealing with the borrowing power does not seem to be consistent with other sections of the charter having to do with other subjects. In other words, the provisions relating to borrowing seem to be broader, less detailed and to give more unlimited power to the Common Council than do other sections of the charter. It was pointed out in the discussion of tax limits and debt limits that the borrowing power of the city should in the nature of the case be more strictly limited than any other power given to the city. The Rochester charter does not recognize this cardinal difference. There are exceedingly detailed limitations on some functions of the city where there should be none, and, on the other hand, there is a lack of limitations where such limitations would logically seem to be necessary.

The charter delegation of borrowing power to the city is exceedingly broad. The only real limitations are two: first, that no bonds issued by the city shall have a term of more than thirty years; second, that bonds issued to meet appropriations for current expenses shall have a term not to exceed five years. The first of these limitations is vitiated because of the freedom allowed the city to refund an issue of bonds as often as it desires. The second provision also is capable of similar manipulation and an additional one because there is nothing in the charter to limit the number of times that temporary notes issued for current expenses may be renewed before they are funded into bonds. These limitations in themselves, however, are exceedingly desirable and should be retained. They will be strengthened by the addition of other limitations which the charter should be amended to include. These additional limitations are given in summary form following:—

1. "Bonds issued to meet appropriations for current expenses not anticipated or provided for out of current revenues, shall run for a period not exceeding five years." To this should be added the provision that in case such bonds are issued to fund temporary notes which were originally issued for the same purpose, the maximum term allowable for the bonds should be reduced so that the aggregate period of time from the date of issue of the original notes to the maturity of the bonds should not exceed five years. The refunding of such bonds should be prohibited.
2. Bonds issued for improvements (except those issued to provide working capital for assessment funds or those issued to fund the city's share of assessment charges) should be for a term not to exceed the estimated life of the improvements. Before authorizing such bonds, the Common Council should obtain from the City Engineer his certification as to the estimated life of the improvements for which the bonds are to provide the money.
3. Improvements for which the city at large is to pay the whole cost should not be financed out of assessment funds, but either out of current funds or out of special loan funds which are created for the purpose.
4. The city's share of assessments for local improvements, if not paid annually out of current funds, should be annually funded by the issue of City Improvement Bonds which should be serial bonds and should have a term of not more than ten years.
5. In the case of bonds issued for improvements (except those issued to provide working capital for assessment funds), the Common Council should make adequate provision for redemp-

tion either by providing in the bond contract for some type of serial re-payment of principal or else by authorizing the creation of a sinking fund and an annual sinking fund installment adequate completely to amortize the bonds at maturity.

6. For all bonds for which sinking funds are created, it should be the duty of the Comptroller to calculate actuarially the annual installments necessary to be set aside, and it should be his duty annually to insert the aggregate of such sinking fund installments in the estimates of the current budget.

7. In addition to the present charter sinking funds, there should be created two Supplementary Sinking Funds, namely, supplementary funds to the general sinking funds and the water sinking funds. The Supplementary Sinking Funds should be computed on an actuarial basis and used to supply the deficiencies in the present funds so that the current obligations of the city can be paid at maturity.

The purpose of the first charter amendment suggested above is to provide a sufficient limitation upon the length of time that the redemption of current expense borrowing may be delayed. Generally speaking, it is inadvisable to permit of borrowing for current expenses at all, but such limitation should not be written into the charter because it is conceivable that emergencies might arise when extraordinary expenditures would be necessary and in such cases it is thought current expense borrowing on a five-year basis would be justified. [An epidemic seriously threatening the health or safety of the city is an example of such an emergency. The current expense borrowing in which the city is now engaging in order to get around the tax limit in a technical sense cannot be considered as emergency borrowing and there would be no justification for funding on a five-year basis.] The first sentence of the above proposal is in the charter now; but the additional limitations are needed to strengthen it.

The second charter limitation recommended is in line with the usual provision of state laws relating to municipal finances. Most every municipal bonding law includes a provision that the term of improvement bonds shall not exceed the estimated life of the improvements for which the money is to be spent. The equity of this provision is obvious. The people who receive the benefit of an improvement should pay for such benefit and should not be able to shift the burden to a future generation

which does not receive the benefit and which in all probability will have additional obligations properly its own. This limitation is a maximum limitation only. It is obvious that if a contemplated improvement will have a life of more than thirty years, the term of the bonds would come under the present charter limitation which specifies a maximum of thirty years for all bonds. This thirty year maximum is justified in every case for fiscal reasons. The cost of an exceedingly long term bond is so excessive that thirty or thirty-five years is generally considered as the longest allowable term which is at all economical.

Assessment bonds are excepted from this provision because such bonds are issued merely to secure working capital for a fund which is used to finance a large number of individual improvements or "ordinances." The financial principle that an improvement should be paid for during its life is not violated by allowing this exception. The provisions of the charter which lay down the local assessment procedure and which stipulate that every particular ordinance shall be paid for by the property owners benefited in not more than ten annual installments, adequately carry out this principle. The term of assessment bonds, therefore, needs to have no relation to the life of any local improvement which is financed by any assessment fund under these other charter provisions. Bonds issued to take care of the city's share of local assessment charges are likewise excepted from the charter change suggested. This is because the aggregate indebtedness of the general fund to the local improvement fund on account of the city's share of assessments represents a good many separate improvements, some of which are short-lived and others of which are long-lived.

The third limitation, which it is thought should be placed in the bonding section of the charter, has to do with the kind of improvements to be financed out of the Local Improvement Fund. Advantage has been taken of the Local Improvement Fund in the past by charging against it several improvements for which the ordinances specify that 100 per cent of the cost should be charged against the city at large. The purpose of the Local Improvement Fund is to provide a means of financing improvements, the cost of which is to be borne by the property owners benefited. Obviously, if only one quarter of the total cost is to be assessed against the benefited property owners, the improvement still would have to be financed by the Local Improvement Fund. But there is no justification for placing the so-called "100 per

cent improvements" in the Local Improvement Fund. The recommended charter amendment would prevent such an abuse and require that a loan fund be set up for the particular purpose. Each such improvement would come under the provision suggestd in paragraph two above and would be financed by the issue of bonds for a term not greater than the estimated life of the improvement, nor greater than thirty years in any event.

With regard to the fourth provision recommended, it may be said that the suggested limitation aims at the present practice of not taking care annually of the city's share of local assessments. In a general way there are two methods for handling this item of expense: first, the city may pay as it goes, i. e., to insert in the annual budget an amount sufficient to cover the liability; and second, the city may fund the liability by issuing bonds. Of the two methods the pay-as-you-go method has the advantage of being cheaper, but it has the disadvantage of subjecting the city to extremely variable charges. During one year the charges which become due may be very small in amount, while the next year they may be large in amount. For example, in the year 1922, the charges of this kind against the city exceeded $1,000,000, an excessive amount as compared to the amounts of other years. This difficulty is obviated by funding the liability, although the cost is somewhat greater. The funding of the liability will spread the burden more evenly over the years and for this reason it is recommended that the funding plan be made optional. Inasmuch as the total charge against the city may cover a large number of individual improvements, some of which are comparatively short-lived and others of which are long-lived, it is suggested that the maximum term allowed for these City Improvement Bonds should be ten years, which is the maximum time allowed to private property owners for paying their assessments. It is thought advisable also that these bonds should be of the serial type, because of their short term and because of the economy and safety of the serial method.

The most important charter change in the foregoing list would require the Common Council to make adequate provision for the redemption of all improvement bonds issued. [Here again assessment bonds are excepted for the reasons previously given.] Charter limitations as to the term of bonds have no meaning unless there is also this requirement that adequate provision be made for redemption. It has been customary of late years to permit cities, in exercising their borrowing

power, to issue only serial bonds. Cities have been subjected to this limitation not only because serial bonds usually are more economical than sinking fund bonds, but mainly because their redemption is automatically provided for and because sinking funds have usually been unwisely handled by all the municipal governments in the country. In the provision here suggested, Rochester would not be limited so narrowly. However, if the city should use its option and issue term bonds rather than serial bonds, the proposed provision requires the establishment of an adequate sinking fund.

The sixth amendment recommended is supplemental to the fifth and makes it the duty of the Comptroller to calculate the sinking fund installments for all sinking fund bonds. Considering the two provisions together it is easy to see that if the Council does not authorize serial bonds (which automatically take care of redemption) it must authorize an adequate sinking fund. As soon as such a sinking fund has been authorized it becomes the duty of the Comptroller to calculate the installments on an actuarial basis and to place them in the debt service items of the budget each year. It is thought that these two provisions taken together will protect the city against any unwise borrowing in the future, as far as provision for redemption is concerned.

The seventh charter change proposed above requires the establishment of two additional sinking funds to supplement the present charter sinking funds. It is possible for the Common Council to establish by ordinance the necessary sinking funds to accomplish this purpose. (The present sinking funds are unscientific, inasmuch as there is no relation established between their resources and their obligations. It will be remembered that the resources of these sinking funds consist primarily of other fund surpluses which may prove to be less than, equal to, or greater than the actual requirements of the funds in this, but which are not governed at all by those requirements. Obviously there should be only two resources for any sinking fund: first, the income from cash balances on investments; the second, the annual installments which are calculated actuarially and which should be sufficient at the maturity of the bonds to amortize them completely.) It is therefore suggested that in addition to the present sinking funds, the two supplementary funds mentioned be established to relieve the present insolvent conditions of the funds. It is not legally possible to abolish the funds and replace them by consolidated funds on adequate bases, but it is possible and proper to create these additional funds to overcome the shortages of the others.

To take care of the present outstanding sinking fund indebtedness adequately, it will be necessary to place in the water sinking funds an annual installment of $206,000. This should be compared with the inadequate installment of $86,940 which is being set aside at the present time. (See Table 39.) Similarly, the sinking fund installment necessary to take care of all outstanding general term bonds (this includes both school and general) would be $121,000. (See Table 38.) The installments now being placed in the general sinking funds are short of this amount by about $8,350 (not considering general fund surpluses).

FUNDS

Under the present charter provisions it seems to be impossible for the city to separate its fund accounting from its proprietary accounting. In other words, the city cannot keep a separate account on the one hand of its funds, appropriations, and allowances, and on the other hand of its assets and liabilities. The lack of distinction between the two types of accounting in Rochester has gone so far that the Treasurer's cash account has been split up into various parts to correspond with the various funds of the city. There is a separate cash account, a separate bank book and a separate check book for each fund and in many cases for subdivisions of funds. A voucher or claim against the city cannot be charged against more than a single fund account and the check which is issued to cover the voucher carries the name of the fund account against which it is drawn. This unsatisfactory procedure seems to be required by the following provision of the charter:—

"The treasurer must keep a separate account with every department, board, bureau, court, office, appropriation and fund for which moneys are appropriated in the annual estimate or raised by assessment and must in every check or draft drawn by him state particularly against which of such funds it is drawn, unless the money is drawn for use in his office. He must at no time permit any of the appropriations for the same including moneys lawfully added thereto to be overdrawn, or a claim chargeable to one fund to be charged to another." (Part of Section 162.)

The requirement that the Treasurer shall keep account of funds and appropriations seems to be entirely unnecessary in view of the fact that this is one of the primary duties of the Comptroller. The Comptroller's chief function is to keep account of funds, appropriations and allowances,

while the treasurer's chief function is to act as custodian and to keep account of cash. In order that the duplication of fund accounting in the two offices may be eliminated and in order that fund accounting may be separated from proprietary accounting, it is recommended that the foregoing provision be eliminated from the charter. It is thought that this will clear the way for the installation of adequate fund accounts in the Comptroller's office, and that it will permit of the handling and disposition of cash from a purely fiscal point of view.

It is also thought advisable to have an additional paragraph in the charter relating in a general way to the funds of the city. It is suggested that such a paragraph should contain the following provisions:—

1. A general classification of funds such as current funds, assessment funds, loan funds, sinking funds and trust funds.
2. Premiums received from the sale of bonds should be placed in separate premium funds which should be applied only to the payment of interest.
3. Proceeds from the sale of capital assets should not be credited to current funds, but only to capital or loan funds.
4. The utilities operated by the city should be regarded as self-sustaining utilities and separate funds should be set up to show their operation as such.
5. The Comptroller should have the power to set up new funds or subdivide existing funds for purposes of information.
6. The Common Council should have the power to subdivide existing funds or set up new funds or in any way classify or limit appropriations and allowances, not otherwise contrary to law, for purposes of controlling expenditures.

In addition to the above, another change should be made which does not involve a charter amendment. It is recommended that the Comptroller set up in his accounts and in the budget a separate school fund. School expenditures have heretofore been regarded as a part of the liabilities of the general fund, but there are several reasons, especially pertinent at the present time, why a separate fund should be created. The setting up of this separate school fund should go hand in hand with a separate consideration of school expenditures in the city budget. If this is done, the budget will comprehend four current funds, namely;

the general fund, the school fund, the water fund, and the public market fund. This recommendation should be considered in the light of what has already been said with reference to current expense borrowing. If it is necessary for the city to engage in current expense borrowing (because of the tax limit), then it would seem advisable that such current expense borrowing should be restricted to the school fund and should not be permitted in the general fund.

The reasons why it seems desirable to have a separate school fund may be summarized as follows:

1. The recent, rapid increase in the cost of government is due mainly to education.
2. The State Education Law relating to salary increases (Lockwood Law, 1920) requires that the quotas given by the state to the city for the purpose of salary increases shall be kept separate from and not included in the general fund for the reduction of taxes.
3. The administration of the school budget is almost entirely uncontrolled by the city officials and it gives an accurate picture of the situation to separate the controlled expenditures from the uncontrolled expenditures. (See page 42.)
4. The general departments of the city can best be kept from the temptation to incur budget deficits, thus necessitating current expense borrowing, by setting up a separate school fund and restricting this means of financing to that fund.
5. The tendency of legislation seems to be that education shall be regarded as a state rather than a local function, and it is entirely possible that expenditures for education may be exempted from the constitutional tax limit by legislative action.

With regard to an expenditure analysis and a budget classification for the Department of Public Instruction, it is thought unnecessary that the Comptroller's office should keep a detailed analysis as it does for the other departments, or that the appropriations to that Department should be segregated in any way except to make a separation as between current expenses, fixed charges, acquisition of property, and redemption of debt. The Department of Public Instruction should be permitted to make its own expenditure analysis according to a classification that will satisfy its own needs. Inasmuch as educational expenditures are not controlled by the financial officers of the city, such an expenditure classification does not need to be supervised by the Comptroller except to see that total expenditures are within the appropriations and allowances.

BUDGET

Two recommendations are made with respect to the budget which do not require charter changes: first, that the charter provision stipulating November first as the last date for the submission of departmental estimates to the Mayor be enforced; second, that the budget include the complete financial program for the current funds, i. e., it should include borrowing for current expenses as a resource of the budget.

It was stated previously that the financial plans for 1920, 1921 and 1922 included the borrowing for current expenses, but that these borrowings did not appear in the budget either as means of financing on the one side or as planned expenditures on the other. There seems to be nothing in the charter to prevent the Board of Estimate and Apportionment from setting up the proceeds of current expense borrowing as one of the resources of the current budget (in addition to tax revenues and miscellaneous revenues), and from making a complete appropriation for the contemplated current expenditure. The budget does not amount to much if it does not plan and provide means of control over all the expenditures for the year. To be adequate, it must present a complete program. The form of a summary statement showing a complete budget program for the current funds is given in Table 41 and it is especially urged that this summary form be used in connection with future budgets.

With the exception of these two suggestions, it seems that most of the recommendations with respect to the budget will require changes in the charter. Some of the recommended changes are immediately necessary if the city is to have a real budget, while others probably cannot be brought about in the near future.

Budget Section in the Charter

The first charter change which is suggested and which is immediately necessary, is a provision to give the Common Council power to specify in detail, and to require it to control the purposes for which money is to be spent in each department, bureau, board or office; in other words, to give the Council a real appropriating power. The present budget provisions of the charter specify the procedure whereby the estimates shall be

presented to the Council and imply that the Council shall appropriate lump sums only to such departments, bureaus, boards, or offices as are specified in the charter. These various provisions have been interpreted to mean that the Common Council can appropriate only a lump sum of money for each organization unit that is named in the charter, but that it cannct in any way specify the purpose for which this money shall be spent. For example, the effect of this interpretation is that the Council may allow a million dollars for a certain bureau, but it cannot attach any conditions to the expenditure of this million dollars, such as that certain parts of it shall be spent for certain particular functions or that certain parts of it shall be spent for certain objects (such as materials and supplies), or again that certain parts of it shall be spent in a certain way (such as for current expenses or for redemption of debt or for acquisition of property).

Not only should the Council exercise an effective appropriating power, but it should be able to recognize in the budget new administrative organizations or re-organizations within departments named in the charter, which have been made or which it may be desirable to create in the future. The Council, in other words, should not be held down to the administrative organization created by the charter. A flexible provision should be inserted to permit the Council to accommodate itself to new conditions resulting from the growth of the city and other causes.

In addition to this, it is recommended that the following provision be eliminated from the charter: "When any moneys or revenues are received by the city or any department, board or officer thereof, from any source other than by municipal tax and which are not otherwise appropriated or directed by law to be applied, such moneys or revenue may be used and applied toward and in addition to the funds appropriated as aforesaid, in such manner as the Board of Estimate and Apportionment may direct." (Part of Section 63.)

The effect of this provision is to give the Board of Estimate and Apportionment an appropriating power which it should not have, except to the extent that it should be permitted to distribute a contingent fund (this is provided for in another place in the charter). A budget is of no effect if it is easy for a department or officer to obtain a supplemental appropriation at any time. Supplemental appropriations are justified in emergencies; if emergencies do occur, the supplemental appropriations should be granted whether there are excess receipts or not. In emergency cases, also, it is proper that the department requiring the supplemental appropriation should go back to the legislative body whence it originally secured its budget allowance.

Up until recent years there usually was a large amount of excess receipts (around $200,000), and the Board of Estimate and Apportionment usually doled out this amount to the various departments. Knowledge of this year-end procedure permitted some of the department heads to disregard the budget to a considerable extent. Therefore, in order to make the budget really effective, it is recommended that this power to grant supplemental appropriations be taken away from the Board of Estimate and Apportionment and left where it really belongs—in the legislative body. As said before, supplemental appropriations should be governed by necessity and not by excess of receipts. If the actual miscellaneous revenues turn out to be more than the estimates, there is created a surplus in the current funds and this surplus should be subject to appropriations the following year.

Continuing this line of argument, it is obvious that fund surpluses, whether created by excess receipts or unexpended appropriations, should be used as the first resources of the following year's budget and should not be transferred to sinking funds. It is suggested, therefore, that the budget section of the charter should include a provision to make the current fund surpluses available for appropriation the following year. This provision, of course, would go hand in hand with the change in the sinking fund provisions of the charter recommended previously.

The foregoing three charter changes are regarded as most important for the establishment of a proper budget system to control the current funds of the city and an immediate effort to obtain them is urged.

Other Charter Amendments

Certain other charter amendments should be made in the future with respect to a further refinement of the budget procedure. In the first place, the entire budget and tax calendar ought to be shifted so that the various stages in the budget and tax levy procedure can be consummated at least two months earlier in the fiscal year. The largest single reason for advocating a change of this kind, is the saving that would be effected in interest charges for tax anticipation notes. In 1922, such interest charges amounted to $36,000; and borrowing for this purpose is increasing annually.

In the second place, the scope of the budget should be enlarged so that it will include not only the current funds, but also the loan funds, and ultimately the assessment funds as well. A complete city budget would include the complete financial program showing the operations of the previous year, the financial condition, the work program and the financial program for the coming year with respect to every fund on the books of the city. It is recognized that this desirable situation cannot be forthcoming immediately, but the recommendation is made with a view to setting up a goal at which the city may aim in its budget progress.

Incidentally, it may be mentioned that the constitution of the pension funds of the city is absolutely unscientific since there is no relation between the requirements of the pension funds and their various resources, such as fixed installments and certain specified miscellaneous revenues. This objection applies equally to the sinking funds and the pension funds. As in the case of the sinking funds, so in the case of the pension funds, it is recommended that the charter provisions be changed and that the resources of the pension funds be made to consist of annual installments which are actuarially determined on the basis of pension experience tables. The pension funds, like all other funds, should be included in the city budget.

It is further suggested that the budget section of the charter should lay down the procedure for insertion in the budget of estimates for fixed charges and redemption of debt. The various fixed charges, such as interest, judgments and settlements, rebates of taxes and assessments, pensions, taxes, contributions and grants, reimbursement of other funds for certain recurring services and the various items of redemption of debt, should be inserted in the budget estimates by the Comptroller and information should be given by him supporting in detail the various items of debt service.

Form of the Budget

The classification of expenditures which until recently was used in the Comptroller's office gave an exceedingly detailed analysis of all claims according to the character, function and object of expenditure. The work of each department was divided into functions and every function was still further divided into the classes: Administration, Operation, Upkeep, Fixed Charges, Contingencies, Capital Outlay and Payments as Agent. Each one of these classes was again subdivided into the various classes of object of expenditure, such as Personal Service, Services Other

than Personal, Materials and Supplies, and Equipment. Before the claims were sent to the Comptroller's office by the various departments, they were coded according to this elaborate classification by function, character and object. In the Comptroller's office the expenditures were analyzed by means of the Hollerith Tabulating Machine system. The analysis of expenditures was recorded on both detail and summary sheets by the Comptroller, showing monthly, quarterly and yearly totals.

This system of classifying expenditures was capable of yielding almost any kind of information desired regarding expenditures and was capable of sorting the claims in a half dozen different ways if necessary. But the experience of the Comptroller's office was that the information obtained by this system was not used to any large extent either by the department heads or by the budget committee of the Board of Estimate and Apportionment. This situation was due partly to the fact that the classification was in some respects too refined, and partly to the fact that it did not tie up well with the appropriation act. It will be remembered from the discussion of the budget procedure in Part I of this report that the budget appropriation is extremely lump sum in its itemization, and that no control is therefore exercised over the expenditure of money either as to function or character or object of expenditure. The remedy for the situation seemed to be to create a closer relation between the budget appropriation and the expenditure classification. The appropriation had not been segregated sufficiently, while the expenditure analysis seemed to have been segregated too much. The remedy, to put it in another way, could be found by introducing an element of segregation into the appropriation ordinance on the one hand, and by eliminating some of the refined segregation in the expenditure analysis on the other hand.

In answer to a request from the Comptroller, this elaborate expenditure analysis was revised by the accounting staff of the Bureau, and also at the same time the form of the appropriation ordinance was changed. Several changes have been made in the existing classification and certain compromises have been made, which seem to meet the practical exigencies of the city. In changing the analysis of expenditures and the form of the appropriation act, certain principles were adhered to: first, that classification by object, by character and by function should not be mixed up, but should be properly interrelated; second, that classification by object should not be an indiscriminate list of objects purchased in the different departments, but should be a more or less logical

arrangement of the whole field of objects into a number of groups, inclusive enough to cover practically the entire field of possible expenditures; third, that segregation in the appropriation ordinance should go so far at least as to separate expenditures of a different character or function. For example, current expenses should be separated from acquisition of property, etc.; and if the current expenses of a department or bureau are divided among several large, distinctive functions, such separate functions should call for separate items in the appropriation act.

In making a revision of the expenditure analysis, the appropriation ordinance and budget estimate sheets were changed so as to enable adherence to these principles. The revision which was made is admittedly temporary and experimental, but it is thought that the changes are in the right direction and they will afford a larger element of control over the expenditure of budget money.

The revised classification of expenditures has the same general framework as that used in connection with the Hollerith Tabulating system. It was proposed that expenditures be analyzed primarily by funds, secondarily by organization units, then by character of expenditure, then by function and lastly by object. The primary analysis distributes all budget expenditures in four funds—general, school, water and market. The classification by organization units is the same as that formerly in use, except that recognition is given to the administrative unit in the Department of Public Works called the Bureau of Sanitation, which has previously been included in the Bureau of Streets and Sewers. The third analysis distributes all expenditures into four classes by character: Current Expenses, Fixed Charges, Acquisition of Property, Redemption of Debt.

The refined analysis by function has been dropped for the present because of the small use made of this information and the labor involved in obtaining it. The point is made, however, that it is desirable to preserve in a classification of expenditures an analysis by function provided the functional divisions are large and distinctive. The goal which the city should try to reach in respect to a functional classification is to embody the functions in the administrative organization of the different bureaus and offices. For example, if a bureau is performing four large and distinctive functions, the best way for obtaining an adequate functional classification is to create within the bureau four divisions or minor administrative units. In view of the fact that the

organization units of the city are not now completely premised on functional lines, a tentative functional analysis was proposed for two or three departments. These departments are the City Engineer's office, the Health Bureau and the Department of Public Works. In the City Engineer's office, it was suggested that the Testing Laboratory be separated from the other functions of the office, as Municipal Buildings and City Planning have already been separated. In the Health Bureau, it was suggested that the Municipal Hospital be separated from the function of General Health Service. In the Department of Public Works recognition was given to the Bureau of Sanitation, the organization of which has been divided into four functions, namely—Supervision, Street Cleaning, Refuse Collection and Refuse Disposal. The work that remains to be done by the Bureau of Streets and Sewers was divided into two functions; Highway Maintenance and Operation, and Maintenance and Operation of Sewage System. Outside of these three cases, no further functional analysis was proposed. With the exception of the Department of Public Works, these changes have been carried out by the city. Most of the smaller departments are concerned mainly with only one large function and it is felt that a further functional classification should be dictated by the experience of the future.

It will be seen from the foregoing that almost the entire functional analysis under the old system has been dropped. Some changes have also been made in the classification of objects of expenditure. The same primary titles were retained, but the sub-classifications of Materials and Supplies and Equipment have been revised. It was the desire of the Comptroller to make his analysis of expenditures by the old method of columnar analysis and to obviate the necessity of using the Hollerith Tabulating machines. In order to accomplish this end, it was necessary that all analyses except one be embodied in the appropriation ordinance. The proposal was made, therefore, that analysis by funds, organization units, character and function (only the few functions mentioned above) be included in the appropriation ordinance and that the analysis by object be made outside of the appropriation ordinance.

Attention should be called to the functional classification in this respect: "Current Expenses" is the only character class which has been divided into functions; the character classes of Fixed Charges, Acquisition of Property and Redemption of Debt have not been divided into functions.

The form recommended for that part of the appropriation ordinance which relates to this itemization is shown in Table 42. It will be seen from an inspection of this table that within each department there is at least one item for Current Expenses and also one item, if necessary, for Acquisition of Property. There is an item for each particular fixed charge expenditure and an item for each kind of redemption of debt expenditure. The appropriation ordinance exercises no control over the expenditure of an item for Current Expenses as between the various objects such as personal services, services other than personal, etc., except such control as is exercised through the salary schedule.

Reference has already been made to the Corporation Counsel's interpretation of the charter to the effect that the Common Council cannot hold the department heads to such an itemization as has been made in this table. To remedy the situation in a thorough manner and to give the Council a real budget-making power, a charter amendment is necessary. This proposal has been discussed above. It seems desirable, however, that this form of the appropriation ordinance be accepted by common consent and the complete plan be followed in future budgets, in anticipation of the necessary charter change, and in order that a proper basis of comparison may be established for future budgets. If it is felt that a strict interpretation of the charter will not allow the inclusion of the suggested itemization in the appropriation ordinance, the Board of Estimate and Apportionment can stipulate, extra-legally, that the Comptroller shall set up his appropriation accounts on the proposed basis, and that the departments in their spending shall adhere to such itemization unless changes are authorized by the Board.

Estimate sheets have been prepared for the Comptroller for use in obtaining departmental estimates on the basis of the classification used in the suggested appropriation ordinance. The estimate sheets include the further analysis of the current expense items by object. This further analysis is for information only and is not to be included in the appropriation ordinance. As was stated above, both the budget estimate sheets and the appropriation ordinance have been divided into four parts according to funds. A summary of the budget estimates and of the appropriation items by funds and character of expenditure should be presented by the Board of Estimate and Apportionment to the Council along with its other budget statements. Such a summary form has been referred to previously and is shown in Table 41. This table not only

summarizes the budget estimates and the appropriation items under the heading of "Planned Expenditures," but also shows the "Means of Financing" the same.

It is felt that the information which has been given both to the budget committee of the Board of Estimate and Apportionment and to the public with respect to the annual budget has been entirely too meager. The budget reports should include not only balance sheets, operating statements, and other financial statements of the Comptroller's office, but also progress reports and the detailed work programs of the different departments. It is, therefore, suggested: first, that the departmental estimates be printed in detail for public information; second, that the charter provision on annual reports (requiring each department head to submit an annual report to the Mayor not later than December 31st each year) be enforced; third, that these annual reports be considered by the Board of Estimate and Apportionment in revising the budget requests and transmitted to the Common Council as a part of the budget information; fourth, that the Board of Estimate and Apportionment require a summary work program for the coming year from each department head and that these work programs also be transmitted to the Council as budget information.

ROCHESTER
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ROCHESTER, N. Y.
STEPHEN B. STORY, DIRECTOR

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STEPHEN B. STORY {TREASURER / SECRETARY

April 24, 1924.

Dear Mr. Chamberlain:

The Rochester Bureau of Municipal Research, Incorporated is not created by ordinance and has no official connection with the city of Rochester. It is a private corporation which works cooperatively with the city officials in an endeavor to improve the effectiveness of the local government. I am enclosing a pamphlet descriptive of our organization.

The New York Bureau of Municipal Research at 261 Broadway corresponds to the Rochester Bureau in type but lately it has done little work in connection with the local city government. Its activities have been directed toward state and national government and field work in municipal government in other cities. I suppose that the Commissioner of Accounts of New York City corresponds somewhat to a bureau of municipal research officially connected with the city government. I do not like this "official" type of bureau because political appointments to "critical" offices usually result in the process of letting one hand wash the other.

Very truly yours,

Stephen B. Story

Director.

Mr. J. P. Chamberlain,
Room 510, Kent Hall,
Columbia University,
New York City.

TABLE No. 1

TAX ROLL ITEMS

	Tax Bill No.	Name of Item	Legal References	Accounts Kept By	When Reported to Assessors	Placed on Rolls		Components of Amount of Item	Fund Credited
						When	By		
Taxes	1	Property Tax	State Const.—Art. 8, § 10 State Tax Law Charter	City Clerk	April 1, (Charter § 107)	April 1, 20	Assessors	Tax Levy—Rate not over $20.00 a thousand for G. M. E.	General
	2	Water Frontage Tax	Charter Sec. 109 Sec. 172 Sec. 188 Sec. 272	Detail—Water Bureau Summary—Comptroller	On or before March 1	On or before April 1	Assessors	Frontage Tax of 3 cents fixed by Charter	Water
Delinquent Accounts	2	Delinquent Water Accounts	Charter Sec. 172 Sec. 188 Sec. 271	Detail—Water Bureau Summary—Comptroller	On or before March 1	On or before April 1	Assessors	Principal plus interest, at 10% annum from time due till June 1, following	Water
	9 & 10	Delinquent Local Improvement Assessments	Sec. 172 Sec. 176	Detail—Treasurer Summary—Comptroller		On or before May 1	Treasurer	(1) Principal plus (2) Int. 6% to time install. is due (3) Int. 10% from time install. is due to June 1 following	Local Improvement
	8	Delinquent E. S. T. S. Assessments	Charter Sec. 118 Sec. 172 Sec. 176	Detail—Treasurer Summary—Comptroller		On or before May 1	Treasurer	(1) Principal plus (2) Int. 6% to time install. is due (3) Int. 10% from time intall. is due to June 1 following	E. S. T. S.
	6	Delinquent Sidewalk Repair and Cleaning Accts. —D. P. W.	Charter Sec. 254	Detail—D. P. W. Summary—Comptroller	On or before March 1	On or before April 1	Assessors	Original charge plus flat penalty of 10%	General
	6	Delinquent Public Safety Accounts —D. P. S.	Charter Sec. 188 Sub. 4	Detail—D. P. S. Summary—Comptroller	On or before March 1	On or before April 1	Assessors	Original charge plus flat penalty of 10%	General
Direct Assessments	3	Direct Assessment for ordinance Street Sprinkling	Charter Sec. 146 Sec. 188 (See C. C. Proc. 1919—138)	Detail—D. P. W. Comptroller Summary—Comptroller	On or before March 1	On or before April 1	Assessors	(1) Contractors' estimates (2) Inspection charges, D. P. W. (3) Interest (4½%—time of middle est. to June 1)	Local Improvement
	4	Direct Assessment for ordinance Extra Lighting	Charter Sec. 146 Sec. 188 (See C. C. Proc. 1919-215, 273; 1917-258)	Detail—Eng. Comptroller Summary—Comptroller	On or before March 1	On or before April 1	Assessors	(1) Contractors' estimates (2) Interest (4½%—time of middle est. to June 1)	Local Improvement
	7	Direct Assessment for ordinance Snow Removal	Charter Sec. 146 Sec. 188 (See C. C. Proc. 1919—304)	Detail—D. P. W. Comptroller Summary—Comptroller	On or before March 1	On or before April 1	Assessors	(1) Contractors' estimates (2) Inspection charges, D. P. W. (3) Interest (4½%—time of middle est. to June 1)	Local Improvement
	5	Direct Assessment for ordinance C. & E. and Tree Planting	Charter Sec. 146 Sec. 188 (See C. C. Proc. 1919—105)	Detail—Park Department Summary—Comptroller	On or before March 1	Or on before April 1	Assessors	(1) Contractors' estimates and Inspection or (2) Department Cost (3) Int.—4½% end of year to June 1	Local Improvement

TABLE No. 2

LICENSES

Occupation Licensed	Legal Authority		Authorized by	License Issued by	Fee Collected by	License Inspected by	Rate of Fee	Term of License	1922 Collections	Number Issued	Disposition of Revenue
Auctioneer	General State Law General City Law Section 19, 20	(Charter-Specific) Sec. 86	(Licensed Occupation Ordinance)	Mayor License Officer	City Clerk	Treasurer	Police	$50.00	—Dec. 31	$ 700.00	14	General Fund
Billposter	General State Law		(Licensed Occupation Ordinance)	Mayor License Officer	City Clerk	Treasurer	Police	20.00 1.00 sign	—Dec. 31	360.00 18.00	18 18	General Fund
Cartman	General State Law		(Licensed Occupation Ordinance)	Mayor License Officer	City Clerk	Treasurer	Police	1.00 1.00 sign	—Dec. 31	117.00 117.00	117 117	General Fund
Employment Agency	General State Law	(Charter-Specific) (Sec. 86)	(Licensed Occupation Ordinance)	Mayor License Officer	City Clerk	Treasurer	Police	25.00	—Dec. 31	175.00	7	General Fund
Grower	General State Law	(Charter-Specific) (Sec. 86)	(Licensed Occupation Ordinance)	Mayor Market Master	City Clerk	City Clerk	Police	1.00	—Apr. 30			General Fund
Huckster, Horse and Wagon	General State Law	(Charter-Specific) (Sec. 86 and 335)	(Licensed Occupation Ordinance)	Mayor Market Master	City Clerk	Treasurer	Police	40.00 1.00 sign	—Apr. 30	40.00 1.00	1 1	$5.00 of each fee to Police Pension Fund $35.00 to Market Fund
Junk Dealer, Horse and Wagon	General State Law	(Charter-Specific) (Sec. 86 and 335)	(Licensed Occupation Ordinance)	Mayor License Officer	City Clerk	Treasurer	Police	3.00 1.00 sign	—Dec. 31	231.00 77.00	77 77	Police Pension Fund—Charter
Junk Dealer, Push Cart	General State Law	(Charter-Specific) (Sec. 86 and 335)	(Licensed Occupation Ordinance)	Mayor License Officer	City Clerk	Treasurer	Police	1.00 1.00 sign	—Dec. 31	12.00 12.00	12 12	Police Pension Fund—Charter
Junk Dealer, Store	General State Law	(Charter-Specific) (Sec. 86 and 335)	(Licensed Occupation Ordinance)	Mayor License Officer	City Clerk	Treasurer	Police	25.00	—Dec. 31	275.00	11	Police Pension Fund—Charter
Moving Picture Machine Operator	General State Law	(State Law-Specific) (General City Law—Sec. 18)		Mayor	City Clerk	Treasurer	Police	5.00 Original 2.00 Renewal	Year after date	178.85	5—$5.00 78—$2.00	General Fund
Pawnbroker	General State Law	(Charter-Specific) (Sec. 86 and 335)	(Licensed Occupation Ordinance)	Mayor License Officer	City Clerk	Treasurer	Police	100.00	—Dec. 31	1,100.00	11	Police Pension Fund—Charter
Peddler, Push Cart	General State Law	(Charter-Specific) (Sec. 86)	(Licensed Occupation Ordinance)	Mayor License Officer	City Clerk	Treasurer	Police	15.00 1.00 sign	—Dec. 31	795.00	53 53	General Fund
Peddler, Foot	General State Law	(Charter-Specific) (Sec. 86)	(Licensed Occupation Ordinance)	Mayor License Officer	City Clerk	Treasurer	Police	5.00	—Dec. 31	255.00	51	General Fund
Picture Theatre	General State Law	(Charter-Specific) (†Sec. 336)	(Licensed Occupation Ordinance)	Mayor License Officer	City Clerk	Treasurer	Police	50.00	—Dec. 31	1,350.00	27	Fire Pension
Pool, Billiards and Bowling	General State Law	(Charter-Specific) (†Sec. 335)	(Licensed Occupation Ordinance)	Com. Public Safety License Officer	City Clerk	Treasurer	Police	5.00 per table 5.00 1 and 2 alleys 2.00 each over 2	—Aug. 31	3,109.00	216	Police Pension Fund prior to Sept. 1, 1922. General Fund after Sept. 1, 1922
Shows and Circuses	General State Law	(Charter-Specific) (†Sec. 336)	(Licensed Occupation Ordinance)	Mayor License Officer	City Clerk	Treasurer	Police	75.00 perform. 500.00 year 5.00 day Museum 10.00 day Concert	—Dec. 31			Fire Pension Fund—Charter
Secondhand Dealers	General State Law		(Licensed Occupation Ordinance)	Mayor License Officer	City Clerk	Treasurer	Police	2.00	—Dec. 31	228.00	114	General Fund
Theatres	General State Law	(Charter-Specific) (†Sec. 336)	(Licensed Occupation Ordinance)	Mayor License Officer	City Clerk	Treasurer	Police	50.00	—Dec. 31	300.00	6	Fire Pension Fund—Charter
Milk Dealer	General State Law		(Health Ordinance)	Health Bureau	Health Bureau	Health Bureau	Health Bureau	2.00 Store 1.00 Vehicle 1.00 Sign	—Dec. 31	1,409.00		General Fund
Ice Dealer	General State Law		(Health Ordinance)	Health Bureau	Health Bureau	Health Bureau	Health Bureau	1.00 Vehicle 1.00 Sign	—Dec. 31	190.00		General Fund
Scavenger	General State Law		(Health Ordinance)	Health Bureau	Health Bureau	Health Bureau	Health Bureau	10.00 1.00 Sign	—Dec. 31			General Fund
Plumber	General State Law	(State Law-Specific) (Gen'l. City Law, Sec. 40-57)	(Rules, Examining Board of Plumbers)	Examining Board of Plumbers	Health Bureau	Examining Board of Plumbers	Health Bureau	5.00	Indefinite	255.00		General Fund
Stationary Engineer	General State Law		(Eng. License Ordinance Section 1-18)	Board Examiners of Stationary Engineers	Board Examiners Stationary Engineers, Countersigned by City Clerk	Treasurer	Police-Board Examiners Stationary Engineers	Chief and 1st, $3.00 and $2.00; 2d and 3d, $2.00 and $1.00 Nightwatch, $1.00 and $1.00	—Dec. 31	1,648.00		General Fund
Hoist and Portable Engineer	General State Law		(Eng. License Ordinance Section 1-18)	Board Examiners of Stationary Engineers	Board Examiners Stationary Engineers, Countersigned by City Clerk	Treasurer	Police-Board Examiners Stationary Engineers	1st, $3.00 and $2.00; 2d, $2.00 and $1.00	—Dec. 31	1,648.00		General Fund
Hunter's Licenses	State Law-Specific (Cons. Law—Sec. 185)				City Clerk	City Clerk		* .25 Res. Hunter .50 Non Res. .50 Non Res. Fisher	—Dec. 31	331.75		General Fund
Marriage Licenses	State-Specific (Domestic Rel. Law Art. III)			Affidavit of Parties	City Clerk	City Clerk		2.00**		3,106.15		General Fund
Shooting Galleries	Charter			Mayor License Officer	City Clerk	Treasurer	Police	10.00 Customary	—Dec. 31	None		Police Pension Fund
Midwives	Charter			Board Examiners Midwives	Board Examiners Midwives	Treasurer	Health Bureau	10.00	Indefinite	10.00	1	General Fund
Dog Licenses	State Law (Art. 5-B Agricultural Law)			City Clerk	City Clerk	City Clerk	Assessor	*** .25 per tag (to city)	—June 30			
Motor Cabmen	General State Law		(Motor Cab and Motor Stand Ordinance)	Com. Pub. Safety License Officer	C. of P. S.	Treasurer	C. of P. S.	7.50—4 cyl. 10.00—over 4 cyl.	—June 30	120.00 440.00	16 44	General Fund General Fund
Motor Cab Drivers	General State Law		(Motor Cab and Motor Stand Ordinance)	Com. Pub. Safety License Officer	C. of P. S.	Treasurer	C. of P. S.	5.00 original 3.00 renewal	—June 30	320.00	64	General Fund General Fund
Omnibus	General State Law		(Omnibus Ordinances)	Com. Council	City Clerk	City Clerk	City Clerk	10.00	Indefinite	100.00	10	General Fund
Motor Cab Stand	General State Law		(Motor Cab and Motor Stand Ordinance)	Com. Pub. Safety License Officer	C. of P. S.	Treasurer	C. of P. S.	1.00	—June 30			General Fund

$0.25 and $0.50 fees are revenue of city. Regular fee is state revenue and is turned over monthly by clerk to county clerk who disposes of it as follows:
(1) retains 4% as own compensation.
(2) transmits rest to conservation commission which in turn transmits to state treasurer.

**County Treasurer receives $1.00 and City Treasurer receives $1.00.

***$0.25 registration fee is revenue of city. Regular fee is disposed of as follows:
(1) $0.25 fee to assessors for listing dogs.
(2) 10% monthly to state treasurer.
(3) 45% monthly to county treasurer.
(4) 45% monthly to city treasurer.

†Refers only to disposition of revenue.

TABLE No. 3

BUDGET EXPENDITURES ANALYZED BY ORGANIZATION UNITS
(1910 to 1922 inc.)

	1910	1911	1912	1913	1914	1915	1916	1917	1918	1919	1920	1921	1922
Mayor's Office	$ 10 834.90	$ 10 908.91	$ 11 241.87	$ 11.186.11	$ 14 512.99	$ 10 237.12	$ 10 345.61	$ 12 520.00	$ 15 419.47	$ 15 580.55	$ 14 839.61	$ 16 028.83	$ 15 244.66
Society for the Prevention of Cruelty to Children	720.00	720.00	720.00	720.00	720.00	720.00	720.00	720.00	720.00	720.00	720.00	720.00	720.00
Board of Estimate and Apportionment	129.30	225.40	256.10	313.50	280.50	168.00	270.00	500.00	500.00	500.00	1 595.80	672.60	1 035.60
Contingent Fund	.....	.....	.....	.....	.....	.....	3 500.00	19 434.00	5 973.95	2 830.94	.....	10 719.14	20 457.38
Board of Contract and Supply	3 845.10	4 396.90	4 668.80	4 465.72	4 472.97	4 151.14	4 089.11	4 494.33	4 924.08	6 178.32	5 905.28	6 479.17	7 325.02
Common Council and City Clerk	37 994.50	33 707.17	33 888.28	34 564.59	38 002.80	37 587.67	36 856.08	35 426.79	38 323.64	44 157.78	53 193.21	55 702.65	58 998.69
Election Expenses	16 699.00	14 054.00	31 390.00	24 831.50	42 822.41	35 772.50	41 667.50	28 418.00	42 485.75	42 667.00	45 355.25	43 197.50	39 219.50
Comptroller's Office	22 715.31	22 611.40	23 966.48	24 238.47	24 725.92	24 177.85	26 617.97	28 445.40	33 405.44	37 537.30	40 225.02	45 766.43	45 797.22
Debt Service—General	96 834.60	125 002.17	130 003.38	166 356.33	169 177.22	246 412.07	341 506.02	326 268.49	352 145.11	382 585.21	553 344.95	612 071.16	814 390.84
Liquor License Rebates	.....	.....	.....	.....	.....	.....	.....	1 224.52	8 236.66	16 209.58	.....	.....	.....
Milk Investigation	.....	.....	.....	.....	.....	.....	.....	.....	.....	21 133.44	.....	.....	.....
Judgments and Settlements	3 128.04	4 852.92	8 006.65	8 074.92	8 825.09	5 338.61	2 246.63	315.00	1 704.75	5 329.16	6 452.63	8 246.70	10 875.29
Department of Law	22 098.05	22 431.22	25 238.94	24.375.71	25 825.90	25 516.79	27 628.84	40 232.83	33 625.16	40 633.01	40 966.13	52 065.67	61 843.67
Art Commission	.....	.....	.....	.....	.....	24.00	1 752.43	1 268.35	1 422.36	1 586.65	1 616.60	1 896.92	1 923.15
Treasurer's Office	30 615.49	31 000.04	33 859.39	36 368.78	36 077.42	36 552.84	36 685.98	41 204.26	47 463.80	52 233.49	57 309.58	62 675.92	64 059.61
Rebates, Taxes and Assessments	15 038.64	10 000.00	20 000.00	18 830.49	5 652.57	12 381.88	9 744.25	16 000.00	19 844.36	24 770.82	2 539.62	20 000.00	20 000.00
City's Share of Local Assessments	48 000.00	30 342.62	17 000.00	17 000.00	19 271.88	.....	.....	.....	.....	38 449.06	.....	.....	50 000.00
Department of Assessment and Taxation	23 410.84	22 823.64	25 875.85	26 186.19	28 382.65	25 685.19	27 033.57	32 919.45	32 038.43	37 379.50	45 192.14	44 943.68	47 235.72
Civil Service Commission	4 030.40	4 449.27	4 342.95	4 408.36	3 863.43	4 023.61	4 671.86	4 759.96	5 244.78	6 939.11	6 672.76	7 137.63	7 056.97
City Court—Criminal Branch	12 524.63	11 178.55	11 775.69	11 843.06	12 072.85	12 267.52	12 529.35	13 016.68	12 244.49	15 732.71	15 091.76	16 237.84	16 127.10
City Court—Civil Branch	12 407.02	12 575.28	15 356.63	15 415.78	15 687.75	15 781.16	20 075.95	21 713.53	24 511.60	26 684.14	27 053.09	30 532.86	31 953.74
Department of Public Safety—Commissioner's Office	11 072.95	11 146.33	12 770.00	12 667.53	12 652.13	12 598.83	12 644.03	13 112.85	13 786.00	16 828.75	16 971.23	17 837.17	17 860.09
Bureau of Fire and Police Telegraph	.....	.....	.....	.....	.....	.....	45 212.40	50 870.43	60 801.21	77 141.91	61 508.10	71 709.49	85 376.93
Bureau of Health	66 147.74	73 982.87	91 044.61	79 067.99	90 871.75	94 849.01	100 606.04	127 763.68	172.136.44	176 291.24	197 573.02	226 006.28	268.737.28
Bureau of Fire	437 245.29	535 885.75	485 863.90	509 791.56	548 940.81	540 028.42	548 436.11	576 195.92	646 926.89	828 055.71	886 417.76	1 038.207.74	1 152 442.02
Bureau of Police	365 963.62	384 135.44	431 438.67	458 229.49	478 973.02	504 999.38	519 681.19	545 667.64	625 043.51	665 348.10	685 417.84	875.544.03	907.206.63
Bureau of Buildings	13 633.33	13 349.12	14 454.51	16 033.08	16 534.07	16 108.34	15 425.81	17 211.29	17 695.09	20 529.50	19 123.98	23 155.74	23 659.77
Examining Board of Plumbers	1 373.68	1 355.96	1 281.56	1 404.13	1 317.44	1 255.21	1 335.61	1 214.19	1 132.40	1 354.60	1 272.35	1 653.06	1 930.99
Examining Board of Stationary Engineers	366.50	374.35	361.45	360.00	360.00	391.25	365.50	360.00	360.00	360.00	388.50	537.50	542.50
Examining Board of Midwifery	80.00	80.00	60.00	100.00	130.00	130.00	40.00	.....	.....	60.00	.....	20.00	80 00
Department of Public Instruction—General	1 041 649.36	1 121 612.92	1 227 523.08	1 245 865.22	1 417 602.49	1 479 796.28	1 622 468.60	1 713 107.77	2 096 890.43	2 624 107.86	3 516 020.44	4 748 428.01	5 056 590.21
Department of Public Instruction—Debt Service	*	*	*	48 453.67	82 011.90	98 776.82	146 932.23	165 852.92	208 389.13	331 751.16	355 842.34	539.264 85	736.397.05
Board of School Census	2 747.56	3 293.33	4 160.65	4 195.37	4 315.95	4 308.69	4 483.97	5 314.59	5 968.82	7 606.64	7 106.06	8 313.29	8 258.15
Public Library	7 534.51	9 999.63	15 248.08	36 004.50	50 746.02	52 736.24	57 236.38	72 469.25	83 274.56	98 287.31	95 054.80	112 754.26	†153 880.05
Municipal Museum	.....	.....	.....	.....	.....	.....	3 381.27	4 938.03	5 850.23	11 597.79	10 332.33	12 768.03	14 093.11
Department of Parks	195 451.75	207 581.62	214 978.42	205 633.89	207 078.03	159.410 37	162 731.72	176 892.39	188 273.26	240 467.96	221 609.19	313 220.19	335 527.33
Bureau of Playgrounds	43 629.56	15 960.57	22 773.50	23 001.33	24 737.93	63 583.14	71 827.31	81 635.55	89 700.00	105 810.34	113 006.91	154 039.47	146 376.97
Memorial Day Expenses	750.00	743.14	750.00	750.00	750.00	750.00	737.66	750.00	748.18	750.00	733.12	993.80	937.45
Department of Charities	89 985.35	88 760.39	95 231.00	111 085.32	133 275.50	170 527.96	147 767.64	149 719.04	175 651.72	156 701.79	147 055.26	210 272.11	215 193.51
G. A. R. Relief Commission	19 741.52	21 935.01	21 073.29	21 897.54	23 547.43	21 999.56	24 698.42	27 000.00	24 700.00	29 356.84	26 926.01	31 936.07	38 120.76
Department Public Works—Commissioner's Office	12 053.60	13 105.12	12 843.76	13 166.95	13 162.67	11 990.35	6 983.04	7 122.79	7 289.54	9 342.26	9 432.38	10 344.63	10 351.55
Bureau of Streets and Sewers	765 597.76	827 751.45	930 049.98	966 723.32	1 035 043.47	1 053 280.65	1 117 057.06	1 294 749.08	1 490 892.09	1 722 500.00	1 678 665.02	1 902 326.75	2 072 695.60
Bureau of Accounts and Records	.....	.....	.....	.....	.....	.....	11 436.99	18 105.34	17 159.74	21 566.05	20 549.03	20 856.64	20 064.95
City Garage	.....	.....	.....	.....	.....	.....	1 905.32	2 000.00	17 627.98	22 538.45	19 108.34	23 640.53	15 885.77
Bureau of Weights and Measures	5 086.19	4 993.59	5 658.76	5 558.39	5 970.82	7 156.92	6 628.24	8 156.47	8 623.75	10 046.86	10 388.29	11 813.39	12 473.38
Bureau of Water—General	205 219.05	215 941.78	226 285.62	226 864.30	319 181.85	290 426.64	302 286.18	363 591.87	376 580.69	391 374.22	464 368.33	612 509.84	643 549.23
Bureau of Water—Debt Service	343 604.25	339 222.26	361 012.88	342 112.29	376 984.29	398 651.86	412 373.40	447 755.02	463 756.23	492 533.60	495 015.64	519.527 48	524 142.96
Public Market—General	7 418.49	6 221.16	6 565.57	7 274.10	7 348.49	6 635.25	7 271.08	7 246.14	8 404.02	8 428.36	9 284.05	10 287.90	9 972.53
Public Market—Debt Service	5 061.81	5 040.00	5 040.00	4 750.91	4 687.69	4 496.88	4 480.00	4 480.00	3 605.00	2 730.00	2 730.00	2 730.00	227.50
City Engineer's Office	47 860.80	61 197.08	64 893.81	61 621.05	65 124.20	66 269.04	65 535.87	89 216.52	99 815.21	126 856.61	123 658.02	134 246.99	144 200.00
Bureau of Municipal Buildings	86 997.81	71 947.05	95.029.82	86 794.71	112 840.89	85 959.12	90 167.35	127 459.67	141 134.56	148 626.41	148 294.91	194.719.33	177 914.18
Bureau of City Planning	.....	.....	.....	.....	.....	.....	.....	.....	2 618.48	25 346.02	23 565.32	24 018.66	24 522.62
Total	$4 137 298.30	$4 396.895.41	$4 743 983.93	$4 918 586.15	$5 484 563.19	$5 643 914.16	$6 120 077.57	$6 728 840.03	$7 735.068.99	$9 194 134.11	$10 285 492.00	$12 888 777.93	$14 133 475.23

*Department of Public Instruction—Debt service included in General Debt Service (under Comptroller) in 1910, 1911 and 1912.
†Includes expenditures for Bureau of History amounting to $9,399.42.

TABLE No. 4

COMPARISON OF 1922 BUDGET EXPENDITURES WITH 1910 EXPENDITURES SHOWING TOTAL AND MOST IMPORTANT ORGANIZATION ITEMS

	1910 Expenditures	1922 Expenditures	Percentage Increase 1922 Over 1910
Total Budget	$4 137 298.30	$14 133 475.23	242
Mayor's Office	$ 10 834.90	$ 15 244.66	41
Common Council and City Clerk	37 994.50	58 998.69	55
Comptroller's Office	22 715.31	45 797.22	102
Debt Service—General	*166 356.33	814 390.84	390
Department of Law	22 098.05	61 843.67	180
Treasurer's Office	30 615.49	64 059.61	109
Department Assessment and Taxa'n	23 410.84	47 235.72	102
City Court—Criminal Branch	12 524.63	16 127.10	29
City Court—Civil Branch	12 407.02	31 953.74	158
Department of Public Safety—Commissioner's Office	11 072.95	17 860.09	61
Bureau of Health	66 147.74	268 737.28	306
Bureau of Fire (Inc. ½ Fire and Police Telegraph)	437 245.29	1 195 130.48	173
Bureau of Police (Inc. ½ Fire and Police Telegraph)	365 963.62	949 895.10	159
Bureau of Buildings	13 633.33	23 659.77	74
Department of Public Instruction—General	1 041 649.36	5 056 590.21	385
Department of Public Instruction—Debt Service	*48 453.67	736 397.05	1420
Library	7 534.51	153 880.05	1942
Department of Parks and Bureau Playgrounds	239 081.31	481 904.30	102
Department of Charities	89 985.35	215 193.51	139
G. A. R. Relief	19 741.52	38 120.76	93
Department of Public Works	782 737.55	2 131 471.25	172
Bureau of Water—General	205 219.05	643 549.23	214
Bureau of Water—Debt Service	343 604.25	524 142.96	53
Public Market—General	7 418.49	9 972.53	34
City Engineer's Office	47 860.80	144 200.00	201
Bureau of Municipal Buildings	86 997.81	177 914.18	105
Bureau of City Planning	**2 618.48	24 522.62	837

*General Debt Service and School Debt Service figures are for 1913 instead of 1910, because items could not be separated for 1910, 1911 or 1912.

**1918.

TABLE No. 5

BUDGET EXPENDITURES
(1910 to 1922 Inclusive)
(Analyzed by Object)

Year	Debt Service	Personal Service	Other Current Expense	Acquisition of Property	Total
1910	$ 445 500.66	$2 348 930.49	$1 241 616.44	$ 101 250.71	$4 137 298.30
1911	469 264.43	2 477 884.40	1 294 960.12	154 786.46	4 396 895.41
1912	496 056.26	2 677 783.56	1 432 574.49	137 569.62	4 743 983.93
1913	561 673.20	*2 797 602.88	1 499 927.75	59 472.32	4 918 676.15
1914	632 861.10	3 235 866.07	1 518 587.37	97 248.65	5 484 563.19
1915	748 337.63	3 421 162.48	1 378 073.90	96 340.15	5 643 914.16
1916	905 291.65	3 606 720.45	1 413 444.51	†194 620.96	6 120 077.57
1917	944 356.43	3 983 215.63	1 581 627.08	†219 640.89	6 728 840.03
1918	1 027 895.47	4 447 057.11	2 016 192.88	†243 923.53	7 735 068.99
1919	1 209 599.97	5 541 895.51	2 108 764.85	†333 873.78	9 194 134.11
1920	1 406 932.93	6 300 619.26	2 273 533.37	†304 406.44	10 285 492.00
1921	1 673 593.49	8 089 915.26	2 613 467.25	†511 801.93	12 879 777.93
1922	2 075 158.35	8 528 975.26	3 091 426.46	†437 915.16	14 133 475.23

* Department of Public Instruction estimated.
† Includes minor as well as major equipment.

TABLE No. 6

COMPARISON OF 1922 BUDGET EXPENDITURES WITH 1910 EXPENDITURES CLASSIFIED BY OBJECT OF EXPENDITURE

Object of Expenditure	1910 Expenditures	1922 Expenditures	Percentage Increase 1922 over 1910
Debt Service.....	$ 445 500.66	$ 2 075 158.35	366
Personal Service.....	2 348 930.49	8 528 975.26	263
Other Current Expenses	1 241 616.44	3 091 426.46	149
Acquisition of Property.	101 250.71	437 915.16	333
Total.....	$4 137 298.30	$14 133 475.23	242

TABLE No. 8

LOCAL IMPROVEMENT ORDINANCES CERTIFIED BY COMPTROLLER TO ASSESSORS (1913 to 1922)

Year	Pavements	Sewers	Walks	Openings, Extensions, Widenings, Discontinuings	Combinations (G. W. & S., G. & W., W. & S., G. & S.) Grading	Removal of Poles and Lighting	Miscellaneous	Total Amount
1913	$1 281 743.40	$ 56 530.40	$ 21 853.06	$ 16 579.43	$ 22 517.84	$ 467 79	$ 205 200.05	$ 1 604 891.97
1914	686 652.55	79 310 48	19 416.25	.....	33 727.91	.....	30 611.36	849 718.55
1915	667 969.55	106 388.74	3 049.23	.....	63 621.41	22 306.30	.....	863 335.23
1916	759 572.62	78 112.90	16 936.11	154 247.69	97 594.34	47 344.96	29 713.76	1 183 522.38
1917	350 943.78	37 054.92	13 298.09	120 902.51	8 290.84	40 863.72	.....	571 353.86
1918	382 246.05	441 891.05	16 320.80	84 102.05	76 491.80	997.52	13 955.82	1 016 005.09
1919	390 806.90	115 691.35	18 399.99	164 440.97	107 170.42	1 018.47	71 250.28	868 778.38
1920	339 769.58	106 576.47	23 088.05	25 879.54	48 256.30	466.33	44 394.37	588 430.64
1921	648 812.14	323 446.57	30 791.47	38 497.58	96 870.61	37 368.60	.....	1 175 786.97
1922	1 283 432.39	680 346.62	14 429.65	54 694.03	192 937.46	895.02	†1 007 737.09	3 234 472.26
Total	$6 791 948.96	$2 025 349.50	$177 582.70	$659 343.80	$747 478.93	*$151 728.71	$1 402 862.73	$11 956 295.33

*Lighting—$123,051.54.
Removal of Poles, $28,677.17.
†Deepening Genesee River.

TABLE No. 7

DIRECT ASSESSMENTS FOR CURRENT EXPENSES
1911—1922

(The Years Represent the Time of Collection; the Actual Expenditures Were Made in the Years Previous to Those Shown.)

Purpose	1911	1912	1913	1914	1915	1916	1917	1918	1919	1920	1921	1922
Snow Removal and Sidewalk Plowing	$ 26 892.49	$ 38 207.96	.....	$ 38 003.02	$ 36 140.96	$ 54 161.26	$ 55 979.57	$ 60 809.81	$ 65 538.28	$ 84 661.02	$ 90 027.74	$ 91 758.73
Extra Lighting	.....	.....	.....	.....	.....	.....	.....	.....	37 163.44	35 182.47	38 152.32	38 157.03
Sprinkling	44 938.77	35 597.67	41 712.98	40 698.35	40 747.98	35 291.06	36 722.34	43 265.90	49 649.54	46 128.96	58 248.12	64 680.82
Care and Emb. and Tree Planting	8 091.19	8 551.21	5 884.66	7 034.21	6 323.92	6 537.97	5 775.29	5 752.57	7 421.10	8 730.67	9 926.77	11 296.73
Street Cleaning	20 991.41	27 544.21	38 915.35	48 178.15	55 834.01	47 225.93	44 247.78	64 691.14	53 962.32	.....	.....	.....
Flushing	.....	.....	.....	.....	.....	.....	4 505.55	5 489.73	7 780.29	.....	.....	.....
Calcium Chloride Treatment	.....	.....	5 375.54	5 102.79	4 447.35	4 144.16	2 534.50	2 003.74	.....	.....	.....	.....
House Numbering	.....	162.41	.....	9.84	.....	.....	.....	.....	.....	.....	.....	.....
Total	$100 913.86	$110 063.46	$91 888.53	$139 026.36	$143.494.22	$147 360.38	$149 765.03	$182 012.89	$221 514.97	$174 703.12	$196 354.95	$205 893.31

TABLE No. 9

EXPENDITURES OF CITY OF ROCHESTER FOR LAND AND BUILDINGS, 1910 TO 1922 INCLUSIVE, CLASSIFIED BY PURPOSE
(Together with totals expended for equipment)

	Cost Value Dec. 31, 1909	1910	1911	1912	1913	1914	1915	1916	1917	1918	1919	1920	1921	1922	Cost Value Dec. 31, 1922
Water	$ 9 627 513.63	$395 713.93	$ 382 786.02	$ 359 933.79	$ 242 842.35	$ 510 822.73	$ 236 230.45	$174 696.35	$ 418 828.98	$ 477 538.96	$ 217 263.56	$ 189 493.82	$ 312 905.93	$ 199 494.61	$13 746 065.11
Public Market	192 208.36	.....	.....	.....	3 224.93	8 557.00	1 958.24	.....	1 176.55	.....	.....	.....	.....	5 500.00	212 625.08
Schools	2 521 045.36	148 038.91	147 020.10	191 868.78	561 394.91	454 128.95	434 185.36	310 149.23	257 485.74	775 885.95	900 270.91	681 813.43	1 811 463.55	2 770 002.85	11 964 754.03
Parks and Playgrounds	1 793 718.82	100 976.42	134 643.53	70 958.00	238 669.43	47 079.97	446 783.71	*339.17	59 393.76	90 000.00	125 301.83	197 461.46	115 186.33	32 270.86	3 452 104.95
Fire and Police	961 604.00	21 925.06	22 741.52	52 937.95	42 615.25	17 614.98	1 300.00	22 095.36	35 772.86	128 474.97	68 321.49	48 175.34	.....	.....	1 423 578.78
Health	105 751.13	.....	2 240.67	.....	.....	.....	.....	.....	.....	14 796.84	21 263.26	41 787.47	29 013.84	13 958.43	228 811.64
Bridges	996 137.28	7 364.00	92 357.83	56 528.69	234.86	.....	.....	*189 753.69	.....	.....	.....	535 711.34	*30 337.38	16 788.96	1 485.031.89
Sewage Disposal	3 109.84	7 483.11	286 390.82	605 894.09	454 580.43	320 802.14	369.679.89	180 619.80	194 583.13	77 331.54	56 376.98	49 224.47	61 784.83	31 526.71	2 699 387.78
Garbage Disposal	.....	.....	.....	.....	.....	.....	.....	125 000.00	*22 202.00	.....	.....	225 684.12	501 559.35	26 942.92	856 984.39
Incinerator	7 141.00	15 451.61	62 390.00	18 338.25	2 722.30	.....	.....	.....	32 998.57	992.00	.....	.....	.....	.....	140 033.73
Convention Hall	83 720.00	28 382.05	1 043.50	.....	.....	78 000.00	.....	.....	.....	.....	.....	.....	.....	.....	191 145.55
Exposition Park	24 481.96	.....	220 842.60	262 357.56	1 742.73	.....	.....	.....	25 000.00	.....	54 551.94	.....	*100 000.00	.....	488 976.79
City Garage	.....	.....	.....	.....	31 855.56	.....	6 500.00	.....	.....	30 000.00	15 000.00	.....	.....	.....	83 355.56
General City Buildings	380 953.83	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	380 953.83
Miscellaneous Properties	198 055.47	*7 511.21	27 617.55	6 373.65	200.00	*35 523.65	*119 174.38	96 200.00	*32 725.00	5 320.00	*9 040.00	*13 350.00	174 342.71	25 318.13	316 103.27
**Equipment—all departments	785 209.17	25 955.22	36 395.70	155 079.86	46 250.03	96 155.02	92 972.13	125 484.51	163 185.27	317 498.05	200 109.31	313 884.67	412 491.36	93.18	2 770.763.48
Total	$17 680 649.85	$743 779.10	$1 416 469.84	$1 780 270.62	$1 626 332.78	$1 497 637.14	$1 470 435.40	$844 152.39	$1 133 497.86	$1 917 838.31	$1 649 419.28	$2 269 886.12	$3 288 410.52	$3 121 896.65	$40 440 675.86

*Deduction
**Figures for Equipment show differences between inventories at beginning and end of yea rs.

TABLE No. 10

REVENUES OF CITY OF ROCHESTER

(All Revenues Which Are Applicable To Current Funds, Except Proceeds of Borrowing)

Year	Tax Levy	Utility Revenues	Miscellaneous Revenues	Total
1910	$ 3 190 740.50	$ 605 468.53	$ 495 458.33	$ 4 291 667.36
1911	3 323 884.50	631 292.78	526 245.78	4 481 423.06
1912	3 679 260.00	659 549.99	544 132.93	4 882 942.92
1913	3 863 757.67	703 281.98	543 716.56	5 110 756.21
1914	4 250 490.35	718 345.27	580 833.73	5 549 669.35
1915	4 457 946.16	704 716.22	596 741.87	5 759 404.25
1916	4 999 673.86	765 322.61	619 813.26	6 384 809.73
1917	5 221 047.39	838 765.31	811 827.86	6 871 640.56
1918	5 934 977.15	877 178.20	1 114 009.60	7 926 164.95
1919	6 886 165.45	910 611.82	1 270 531.50	9 067 308.77
1920	6 907 678.08	986 031.60	2 021 369.63	9 915 079.31
1921	8 060 395.91	1 172 926.39	2 680 227.74	11 913 550.04
1922	10 599 083.19	1 245 071.55	2 860 634.22	14 704 788.96

TABLE No. 11

ASSESSED VALUATIONS OF PROPERTY

(1905 to 1922)

Year	Real	Franchise	Pension	Personal	Total
1905	$114 244 975	$ 5 742 825	$353 450	$6 598 600	$126 939 850
1906	119 514 240	8 298 675	372 000	6 918 000	135 102 915
1907	126 103 720	10 168 000	398 650	7 460 400	144 130 770
1908	130 395 645	11 781 225	405 115	7 180 250	149 762 235
1909	134 906 345	12 072 800	411 325	7 056 550	154 447 020
1910	143 621 435	13 059 600	424 950	8 305 500	165 411 485
1911	152 588 132	14 427 500	436 400	8 048 900	175 500 932
1912	165 956 275	14 281 300	449 775	8 122 300	188 809 650
1913	175 668 235	15 752 030	462 500	8 132 800	200 015 565
1914	191 209 695	15 632 520	451 125	8 190 700	215 484 040
1915	202 737 920	14 623 120	479 400	8 359 600	226 200 040
1916	215 285 489	16 411 120	513 800	9 731 550	241 941 959
1917	246 377 599	18 824 681	539 860	11 030 200	276 772 340
1918	251 968 654	19 146 025	526 000	2 643 450	274 284 129
1919	264 912 574	18 199 991	537 825	2 804 950	286 455 340
1920	275 872 171	20 139 120	497 600	1 025 250	297 534 141
1921	331 964 144	19 391 040	494 450	681 650	352 531 284
1922	339 451 203	19 293 520	485 525	554 200	359 784 448

TABLE No. 12

ASSESSED VALUATION, EQUALIZATION RATE AND ESTIMATED TRUE VALUATION OF PROPERTY

(1913 to 1922)

Year	Total Assessed Valuation	Equalization Rate	Estimated Full Valuation
1913	$200 015 565	80%	$250 019 456
1914	215 484 040	75%	287 312 053
1915	226 200 040	80%	282 750 050
1916	241 941 959	80%	302 427 448
1917	276 772 340	83%	333 460 650
1918	274 289 129	83%	330 468 830
1919	286 455 340	83%	345 126 915
1920	297 534 141	83%	358 474 868
1921	352 531 284	88%	400 603 731
1922	359 784 448	88%	408 845 963

TABLE No. 13

TAX RATE APPLICABLE TO GENERAL MUNICIPAL EXPENSE

(1910 to 1922)

(Reference to 2% Constitutional Tax Limit)

Year	Total Assessed Valuation	Total Tax Levy	Portion of Levy Covering General Debt Service	Portion of Levy covering General Mun. Expense	Ratio of G. M. E. Levy to Assessment of Previous yr.
1909	$154 447 020				
1910	165 411 485	$3 190 740.50	$ 96 834.60	$3 093 905.90	.0200
1911	175 489 632	3 323 884.50	125 002.17	3 198 882.33	.0192
1912	188 809 650	3 679 260.00	130 003.38	3 549 256.62	.0202
1913	200 015 565	3 863 757.67	214 900.00	3 648 857.67	.0193
1914	215 484 040	4 250 490.35	251 189.12	3 999 301.23	.0200
1915	226 200 040	4 457 946.16	345 188.89	4 112 757.27	.0191
1916	241 941 959	4 999 673 86	488 438.25	4 511 235.61	.0199
1917	276 772 340	5 221 047.39	492 121.41	4 728 925.98	.0195
1918	274 289 129	5 934 977.15	560 534.24	5 374 442.91	.0195
1919	286 455 340	6 886 165.45	714 336.37	6 171 829.08	.0225
1920	297 546 391	6 907 679.49	1 197 439.49	5 710 240.00	.0199
1921	352 531 284	8 060 395 91	2 116 552.61	5 943 843.30	.0199
1922	359 784 448	10 599 083.19	3 563 964.11	7 035 119.08	.0199

TABLE No. 14

REVENUES OF THE CITY OF ROCHESTER FROM SOURCES OTHER THAN MUNICIPAL TAXATION AND BORROWING
1910 to 1922

(Not including Receipts Applicable to Police and Fire Pension Fund)

Department of Collection	Kind of Revenue	1910	1911	1912	1913	1914	1915	1916	1917	1918	1919	1920	1921	1922
City Clerk	Dog Licenses	$ 7 985.00	$ 8 018.00	$ 8 470.00	$ 8 533.00	$ 8 829.00	$ 7 027.00	$ 8 415.00	$ 7 268.00	$ 480.00	$ 7 729.12	$ 3 544.09	$ 10 474.42	$ 16 314.25
	Marriage Licenses	2 345.00	2 569.00	2 702.00	2 929.65	2 959.70	2 701.80	3 042.00	3 041.70	2 390.60	3 174.50	3 447.45	3 039.40	3 105.15
	Hunters' Fees	132.80	139.00	131.70	152.80	148.10	159.00	170.30	133.50	50.70	81.40	234.65	283.75	331.75
	Commr. Deed Fees	157.00	162.25	223.00	146.25	255.25	170.25	247.25	170.00	202.00	196.75	186.00	228.00	245.25
	Sign Licenses	515.00	*	*	*	*	777.00	506.00	529.00	463.00	441.00	995.00	1 453.00	1 551.00
	Areaways									80.00	75.00	180.00	150.00	140.00
	Miscellaneous							285.00	165.00			230.00	86.38	1 158.43
	Midwives										20.00			10.00
Comptroller	Int. Bank Balance	24 778.25	24 655.10	21 799.97	22 588.06	22 981.09	23 112.11	30 210.30	32 583.34	34 291.16	39 797.68	49 416.09	37 694.15	73 290.14
	Liquor Licenses	202 586.07	202 630.09	204 648.74	204 315.23	206 683.38	197 582.91	204 216.38	290 041.84	385 541.36	178 155.19	2 890.37	870.60	2 316.00
	Share State Income Tax (½)											403 160.56	352 589.55	335 605.13
	Share State Corp. Tax (½)									227 253.45	450 000.00	567 043.83	579 097.86	566 317.90
	Premium on Notes													69 952.94
Assessment and Taxation	Misc. Revenues	*	*	*	*	*	1 256.04	1 296.76	1 324.35	1 331.16	1 548.17	1 546.65	1 657.29	1 659.29
Treasurer	Int. on Taxes	23 189.06	23 145.62	24 109.83	30 231.17	31 107.75	38 515.06	41 298.81	45 209.99	60 302.55	74 375.91	68 507.08	72 713.33	96 308.56
	Bank Taxes	58 066.46	59 664.44	61 235.20	61 676.66	66 569.67	66 757.19	70 258.56	76 821.57	78 648.48	82 848.83	86 090.69	90 450.21	79 547.60
	Tax Redemptions	*	*	*	*	*	687.00	845.00	830.00	849.50	1 111.00	1 404.00	1 176.00	1 406.00
	Licensed Auctioneers	400.00	350.00	450.00	450.00	350.00	450.00	350.00	400.00	550.00	700.00	800.00	700.00	700.00
	Licensed Bill Posters	280.00	340.00	280.00	240.00	200.00	180.00	140.00	160.00	120.00	200.00	200.00	220.00	360.00
	Licensed Cartmen	105.00	193.00	68.00	112.00	123.00	83.00	79.00	65.00	77.00	91.00	106.00	200.00	117.00
	Licensed Emp. Agencies	175.00	300.00	275.00	200.00	175.00	175.00	175.00	175.00	200.00	125.00	125.00	150.00	175.00
	Licensed Hucksters						105.00	75.00	60.00	15.00				
	Licensed Peddlers	755.00	1 100.00	1 370.00	1 055.00	1 440.00	1 140.00	810.00	605.00	559.00	710.00	643.00	1 391.00	1 099.00
	Licensed Movie Operator					154.00	157.00	150.00	132.00	101.00	188.00	257.00	124.25	178.85
	Licensed Secondhand Stores		116.00	194.00	206.00	202.00	222.00	236.00	240.00	256.00	292.00	244.00	238.00	228.00
	Licensed Public Vehicles				86.00	65.00	900.00	206.00	95.00					660.00
	Licensed Drivers						242.50	47.00						320.00
	Licensed Motorcycles					2 325.00	2 225.00							
	Fees, Plumbers	130.00	140.00	140.00	145.00	175.00	185.00	860.00	130.00	45.00	210.00	240.00	317.00	249.00
	Fees, Sta. Engineers	464.00	769.00	673.00	937.00	1 012.00	1 223.00	1 430.00	1 445.00	1 462.00	1 758.00	1 567.00	1 585.00	1 648.00
	Fees, Searches	3 147.25	3 019.70	3 410.00	3 073.75	2 810.75	2 737.75	3 146.25	2 477.35	1 776.50	5 981.00	8 999.75	7 956.50	8 820.50
	Fees, Miscellaneous	*	*	*	*	*	127.35	241.15	15.30	2.59			314.61	
	Real Estate Dealers													5 085.00
C. C. Criminal	Fines	4 378.00	2 233.00	3 698.00	3 755.00	4 290.05	4 984.00	4 541.00	4 222.00	2 380.00	5 891.00	3 702.00	5 057.00	5 826.00
C. C. Civil	Fees	5 815.65	7 584.55	7 755.80	8 350.00	10 395.95	11 136.80	11 252.55	10 737.27	9 045.90	9 089.00	9 240.10	11 916.60	13 877.63
Health Bureau	Licenses, Milk Dealers	1 018.86	1 100.00	1 155.00	1 184.00	1 115.00	1 238.00	1 303.00	1 264.00	1 241.00	1 476.00	1 087.00	636.00	958.00
	Licenses, Ice Dealers	41.00	104.00	140.00	88.00	84.00	133.00	142.00	157.00	90.00	100.00	41.00	53.00	53.00
	Licenses, Scavengers	34.00	33.00	22.00	22.00	22.00	11.00	11.00	11.00	10.00				
	Licenses, Miscellaneous	*	*	*	*	*	503.73	408.25	549.90	877.08	1 237.57	288.59	150.26	
Fire Bureau	Miscellaneous	*	*	*	*	*	1 556.57	2 672.08	1 205.71	2 085.64	4 193.86	1 660.32	2 489.15	2 459.48
Dept. Public Instruc.	Miscellaneous	121 380.32	147 963.79	143 125.90	146 244.38	156-897.26	169 268.54	162 445.86	242 194.69	213 059.15	247 332.04	677 821.65	1 266 815.68	1 316 581.13
Library	Miscellaneous	*	*	*	*	*	2 709.39	2 297.67	2 582.63	4 351.35	4 287.31	6 746.46	10 666.70	6 529.68
Dept. of Parks	Miscellaneous	*	*	*	*	*	18 255.78	13 820.18	14 964.49	9 134.45	9 780.18	17 400.89	37 271.34	40 279.17
Dept. of Charities	Miscellaneous	1 772.23	1 075.50	1 357.00	711.06	497.02	1 826.85	1 734.50	1 551.30	1 841.56	2 245.33	2 472.25	3 052.85	2 936.36
Water Bureau	Miscellaneous	592 725.44	617 955.24	639 935.76	679 327.21	692 926.73	678 802.72	740 638.37	813 146.57	852 361.59	884 053.32	959 423.78	1 142 833.38	1 212 172.89
Street and Sewer Bureau	Incinerator						17 164.35	20 078.67	17 955.41	20 076.29	19 089.86	21 217.69	12 820.37	11 654.97
	Sidewalk Cleaning						1 418.01	2 016.92	2 141.66	1 146.67		421.24	91.65	755.30
	Sidewalk Repairing						3 717.90	2 950.88	3 716.96	3 129.21	3 640.87	3 834.29	1 144.75	3 617.09
	Garbage Reduction Plant	13 418.34	4 078.17	21 261.97	23 094.47	32 618.98			26 758.76	27 723.73	34 172.95	28 445.12	12 955.90	83 901.13
	Snow Removal							8 435.64	276.52	49.90				
	Miscellaneous						8 834.70	9 141.12	10 278.65	14 207.86	9 828.04	17 739.79	16 251.30	20 022.63
Market Bureau	Miscellaneous	12 743.09	13 337.54	19 614.23	23 954.77	25 418.54	25 913.50	24 684.24	25 618.74	24 816.61	26 558.50	26 607.82	30 093.01	32 898.66
Div. Muni. Buildings	Convention Hall	*	*	*	*	*	3 741.50	4 835.65	4 425.00	2 635.00	7 270.40	11 731.27	10 875.00	10 645.51
	Exposition Park	*	*	*	*	*	697.92	1 616.14	1 071.80	1 047.85	1 055.32	2 285.00	2 275.00	3 220.00
	City Hall Maintenance	*	*	*	*	*	15.92	10.00	4.50	3.00	300.00	225.00	300.00	300.00
	Sale of Buildings										47 560.00	6 650.00		
	Sale of Lots, etc										6 705.22			
Corporation Counsel	Miscellaneous	*	*	*	*	*	603.69	1 243.02	1 345.15	1 793.98	1 852.65	2 015.63	1 857.70	2 225.79
Police Bureau	Miscellaneous	*	*	*	*	*				852.37	914.95	1 853.12	1 045.97	1 757.55
Police and Fire Tele	Miscellaneous	*	*	*	*	*		60.37	279.76	171.68	317.12	673.79	1 143.23	1 289.28
Bureau of Buildings	Miscellaneous										2 381.78	43.35	241.42	67.93
D. P. W. General	Miscellaneous	206.89	*	*	*	*	26.62		15.76	7.88		36.00	73.08	
Genesee Valley Park	Damage Award N. Y. State												100 000.00	
*Undistributed		22 182.15	34 762.57	35 436.82	23 010.08	26 347.78						1 679.87	5 299.69	9 171.23
Total Misc. Revenues (exc. those applicable to Pension Funds)		$1 100 926.86	$1 157 538.56	$1 203 682.92	$1 246 998.54	$1 299 179.90	$1 301 458.09	$1 385 075.87	$1 650 593.17	$1 991 187.80	$2 181 142.82	$3 007 401.23	$3 842 570.33	$4 052 112.15
	Utility Revenues	605 468.53	631 292.78	659 549.99	703 281.98	718 345.27	704 716.22	765 322.61	838 765.31	877 178.20	910 611.82	986 031.60	1 172 926.39	1 245 507.55
	Other Miscellaneous Revenues	$ 495 458.33	$ 526 245.78	$ 544 132.93	$ 543 716.56	$ 580 833.73	$ 596 741.87	$ 619 753.26	$ 811 827.86	$1 114 009.60	$1 270 531.00	$2 021 369.63	$2 669 643.94	$2 806 604.60

TABLE No. 15

COST OF LOCAL IMPROVEMENTS CERTIFIED IN YEARS (1913 to 1922) AND ANALYSIS OF ASSESSMENT CHARGES

Year	Charges Against City at Large	Charges Against City Parcels	Total Against City of Rochester	Total Against N. Y. S. Railways	Total Against All other Property	Total Locals Certified
	$	$	$	$	$	$
1913	250 043.42	29 376.52	279 419.94	171 085.13	1 154 386.90	1 604 891.97
1914	15 896.08	18 144.71	34 040.79	.....	815 677.76	849 718.55
1915	3 500.00	43 838.08	47 338.08	71 402.84	744 594.31	863 335.23
1916	59 290.95	43 807.99	103 098.94	*54 994.75	1 025 428.69	1 183 522.38
1917	35 525.29	61 575.98	97 101.27	.....	474 252.59	571 353.86
1918	3 819.20	55 112.21	58 931.41	.....	957 073.68	1 016 005.09
1919	64 793.71	22 507.85	87 301.56	.....	781 476.82	868 778.38
1920	82 650.16	6 131.59	88 781.75	.....	499 648.89	613 827.75
1921	150 233.24	85 695.47	235 928.71	9 180.52	930 677.74	1 175 786.97
1922	1 055 671.88	94 326.55	1 149 998.43	213 593.57	1 870 880.26	3 234 471.96
	$	$	$	$	$	$
Total	1 721 423.93	460 516.95	2 181 940.88	520 256.81	9 254 097.64	11 956 295.33

*Includes $27 231.99 against New York Central.

TABLE No. 16

CHARGES AGAINST THE CITY OF ROCHESTER ON ACCOUNT OF LOCAL IMPROVEMENT ASSESSMENTS, E. S. T. S. ASSESSMENTS, AND ADDITIONS TO ANNUAL TAX ROLLS

Year	City's Share of Locals	City's Share of E. S. T. S.	City's Share of Addition to Tax Roll	Total
1913	$ 279 419.94	.....	$ 2 502.54	$ 281 922.48
1914	34 040.79	$13 360.99	3 604.83	51 006.61
1915	47 338.08	.....	2 811.87	50 149.95
1916	103 098.94	.....	3 753.24	106 852.18
1917	97 101.27	.....	4 367.77	101 469.04
1918	58 931.41	.....	5 873.60	64 805.01
1919	87 301.56	12 935.75	7 733.83	107 971.14
1920	88 781.75	.....	6 737.93	95 519.68
1921	235 928.71	.....	7 297.05	243 225.76
1922	1 149 998.43	.....	7 385.35	1 157 383.78
Total .	$2 181 940.88	$26 296.74	$52 068.01	$2 260 305.63

TABLE No. 17

SUMMARY OF MONEY RAISED BY BORROWING

(1910 to 1922 Inclusive)

(Excluding Refunding Transactions)

Funds Carrying Debt	Purpose of Debt	Amount
Assessment Funds	Local Improvement Construction	$ 6 941 000.00
Water Fund	Water Improvement and Conduit Construction	4 280 000.00
Market Fund	Public Market Construction	10 000.00
General Fund	In anticipation of Taxes	25 402 500.00
	To cover delinquent Taxes	1 069 724.78
	To cover budget deficiencies and emergencies	5 872 000.00
	General outlays*	19 166 420.97
	Total	$62 741 645.75

*Of the amount borrowed for general outlays ($19,166,420.97), the sum of $430,820.97 was liquidated after short terms out of current revenues; the remainder (or $18,735,600.) has either been funded into long term bonds or is outstanding as note indebtedness, waiting to be funded.

TABLE No. 18

MONEY RAISED BY BORROWING (1910 to 1922) CLASSIFIED BY YEARS AND FUNDS

Year	Assessment Funds	Water Fund	Public Market Fund	General Fund				Total
				In anticipation taxes	To cover delinquent taxes	To finance budget deficiencies or emergencies	General outlays	
1910	$ 100 000.00	$ 425 000.00	.....	$ 1 150 000.00	.....	.....	$ 154 827.00	$ 1 829 827.00
1911	760 000.00	375 000.00	.....	1 203 000.00	16 724.78	.....	1 039 100.00	3 393 824.78
1912	521 500.00	350 000.00	.....	1 415 000.00	.....	7 000.00	1 283 460.97	3 576 960.97
1913	208 500.00	200 000.00	$10 000.00	1 465 500.00	.....	.....	959 700.00	2 843 700.00
1914	475 000.00	500 000.00	.....	1 470 000.00	28 000.00	.....	620 333.00	3 093 333.00
1915	400 000.00	235 000.00	.....	1 516 000.00	.....	18 000.00	865 500.00	3 034 500.00
1916	385 000.00	650 000.00	.....	1 723 000.00	.....	.....	839 500.00	3 597 500.00
1917	160 000.00	375 000.00	.....	1 855 000.00	.....	200 000.00	1 058 000.00	3 648 000.00
1918	605 000.00	400 000.00	.....	1 955 000.00	100 000.00	50 000.00	475 000.00	3 585 000.00
1919	326 000.00	235 000.00	.....	2 550 000.00	425 000.00	250 000.00	1 330 000.00	5 116 000.00
1920	410 000.00	150 000.00	.....	2 800 000.00	300 000.00	1 065 000.00	2 035 000.00	6 760 000.00
1921	1 100 000.00	225 000.00	.....	3 000 000.00	.....	2 342 000.00	2 615 000.00	9 282 000.00
1922	1 490 000.00	160 000.00	.....	3 300 000.00	200 000.00	1 940 000.00	5 891 000.00	12 981 000.00
Total	$6 941 000.00	$4 280 000.00	$10 000.00	$25 402 500.00	$1 069 724.78	$5 872 000.00	$19 166 420.97	$62 741 645.75

TABLE No. 19

SUMMARY STATEMENT OF NOTE TRANSACTIONS BY YEARS

(1910 to 1922 Inclusive)

(Excluding Note Renewals)

Year	New Notes Issued	Notes Paid from Current Revenues	Notes Funded
1910	$ 1 829 827.00	$ 1 224 827.00	.....
1911	3 393 824.78	1 215 600.00	.....
1912	3 052 360.97	1 441 349.78	$ 1 000 000.00
1913	2 843 700.00	1 536 810.22	5 659 000.00
1914	2 976 333.00	1 645 875.00	900 000.00
1915	3 034 500.00	1 557 550.75	2 000 000.00
1916	3 597 500.00	1 779 033.00	1 270 000.00
1917	3 648 000.00	1 890 000.00	1 875 000.00
1918	3 585 000.00	2 112 000.00	2 268 000.00
1919	5 116 000.00	2 630 000.00	1 715 000.00
1920	6 760 000.00	3 340 000.00	.....
1921	8 507 000.00	4 711 000.00	3 575 000.00
1922	9 030 000.00	5 777 000.00	2 940 000.00
Total..	$57 374 045.75	$30 861 045.75	$23 202 000.00

TABLE No. 20

SUMMARY STATEMENT BY PURPOSE OF NOTE TRANSACTIONS

(1910 to 1922 Inclusive)

(Excluding Note Renewals)

Purpose of Note Issue	New Notes Issued	Notes Paid From Current Revenues	Notes Funded
Revenues	$25 402 500.00	$25 402 500.00	.....
Overdue Tax	1 069 724.78	864 724.78	.....
Local Improvement	5 941 500.00	41 500.00	$5 450 000.00
E. S. T. S.	128 500.00	128 500.00	.....
Deepening Genesee River—Sec. 1.	100 000.00	.....	100 000.00
Deepening Genesee River—Sec. 2.	475 000.00	.....	475 000.00
Plymouth and Brooks Avenues—Overflow Sewer	46 000.00	46 000.00	.....
Water Improvement	2 510 000.00	.....	4 049 000.00
Conduit Construction	1 545 000.00	.....	1 545 000.00
Market Construction	10 000.00	10 000.00	.....
Sewage Disposal	2 875 000.00	105 000.00	2 755 000.00
Garbage Disposal	875 000.00	.....	875 000.00
Incinerator	140 000.00	.....	140 000.00
Convention Hall	20 000.00	20 000.00	.....
Exposition Park	501 992.97	31 992.97	470 000.00
City Garage	30 000.00	.....	30 000.00
Library Alteration and Equipment	30 000.00	.....	30 000.00
Fire House Construction	75 000.00	.....	75 000.00
City Hall Annex	10 000.00	10 000.00	.....
Voting Machine Purchase	79 156.00	9 156.00	70 000.00
Municipal Building Construction	570 000.00	.....	550 000.00
Brown Street Subway	325 000.00	95 000.00	.....
36 School Playground	6 500.00	6 500.00	.....
Front Street Playground	30 000.00	.....	30 000.00
Durand Eastman Park Pavilion Construction	7 000.00	7 000.00	.....
Durand Eastman Park Pier Construction	10 000.00	.....	10 000.00
Land Purchase—Pike's Quarry	5 000.00	5 000.00	.....
Land Purchase—Armory Park	5 000.00	.....	5 000.00
Land Purchase—Genesee Valley Park	123 500.00	.....	123 500.00
Land Purchase—Highland Park	28 000.00	.....	28 000.00
Land Purchase—Maplewood Park.	6 900.00	6 900.00	.....
Land Purchase—18th Ward Park..	18 527.00	18 527.00	.....
Land Purchase—Pinnacle Park	35 712.00	4 212.00	31 500.00
Land Purchase—Seneca Park	35 000.00	5 000.00	30 000.00
Land Purchase—Webster Park	13 200.00	8 200.00	5 000.00
Land Purchase—West High	12 333.00	12 333.00	.....
Land Purchase—Britton Field	50 456.80	.....	50 456.80
Land Purchase—Summerville Docks	74 543.20	.....	74 543.20
Land Purchase—Court Street	15 000.00	.....	.....
Land Purchase—Highland Avenue	7 000.00	.....	.....
Land Purchase—Tryon Park	3 000.00	.....	.....
Park Improvement	9 000.00	9 000.00	.....
Park Improvement and Extension	4 500.00	4 500.00	.....
Pinnacle Avenue Pipe Line	57 500.00	57 500.00	.....
School—Building and Site	7 525 000.00	.....	6 100 000.00
School Repair and Equipment	350 000.00	350 000.00	.....
Charities Deficiency	18 000.00	18 000.00	.....
Election Deficiency	7 000.00	7 000.00	.....
War Emergency	150 000.00	150 000.00	.....
Repairs Under Guarantee	10 000.00	10 000.00	.....
Street Cleaning Equipment	100 000.00	.....	100 000.00
School C. E. Deficiency	3 670 000.00	2 445 000.00	.....
Erie Canal Subway Construction	300 000.00	.....	.....
Western Sewage	240 000.00	.....	.....
General Deficiency	1 677 000.00	962 000.00	.....
Lewiston Avenue Bridge	10 000.00	10 000.00	.....
Total	$57 374 045.75	$30 861 045.75	$23 202 000.00
Deducting Revenue Anticipation Notes	25 402 500.00	25 402 500.00	
Total (Exclusive of Revenue Anticipation Notes)	$31 971 545.75	$ 5 458 545.75	$23 202 000.00

TABLE No. 21

SUMMARY STATEMENT OF BOND ISSUES BY YEARS

(1910 to 1922 Inclusive)

Year	Total Issue	For Construction Direct	For Funding Notes
1910	.....	.....	.....
1911	.....	.....	.....
1912	$ 1 524 600.00	$ 524 600.00	$ 1 000 000.00
1913	6 139 000.00	*480 000.00	5 659 000.00
1914	1 017 000.00	117 000.00	900 000.00
1915	2 000 000.00	.....	2 000 000.00
1916	1 270 000.00	.....	1 270 000.00
1917	1 875 000.00	.....	1 875 000.00
1918	2 268 000.00	.....	2 268 000.00
1919	1 715 000.00	.....	1 715 000.00
1920	.....	.....	.....
1921	4 225 000.00	650 000.00	3 575 000.00
1922	6 891 000.00	**3 951 000 00	2 940 000.00
Total..	$28 924 600.00	$5 722 600 00	$23 202 000 00

*Refunding of bonds.

**Funding City's Share of Local Assessments $1,750,000.

TABLE No. 22

DETAIL OF BOND ISSUES (1912 to 1922 Inclusive) In Relation to Funding of Notes

1912

Kind of Bonds	Amount of Issue	For Construction-Direct	For Funding Notes	Kind of Notes Funded
Water Improvement	$1 000 000	.....	$1 000 000	Water Improvement
Fire House Construction	125 000	$125 000	.....	
Voting Machine Purchase	49 600	49 600	.....	
Schools—Building and Site	350 000	350 000	.....	
Total	$1 524 600	$524 600	$1 000 000	

1913

Kind of Bonds	Amount of Issue	For Construction-Direct	For Funding Notes	Kind of Notes Funded
Local Improvement	$2 100 000	.....	$2 100 000	Local Improvement
Water Improvement	1 849 000	.....	1 849 000	Water Improvement
Sewage Disposal	1 000 000	.....	1 000 000	Sewage Disposal
Incinerator	100 000	.....	100 000	Incinerator.
Exposition Park	470 000	.....	470 000	Industrial School Purchase
			10 000	Durand-Eastman Pk.—Pier Construction
			5 000	Land Purchase—Armory Park
Parks—Improvement and Extension	140 000	.....	88 500	Land Purchase—Genesee Valley Park
			31 500	Land Purchase—Pinnacle Park
			5 000	Land Purchase—Webster Park
Rochester and State Line R.R.	480 000	*480 000	.....	
Total	$6 139 000	$480 000	$5 659 000	

*For Refunding Rochester and State Line R. R. Bonds.

1914

Kind of Bonds	Amount of Issue	For Construction-Direct	For Funding Notes	Kind of Notes Funded
Sewage Disposal	$ 500 000	.....	$500.000	Sewage Disposal
Voting Machine Purchase	17 000	$ 17 000	.....	
Schools—Building and Site	500 000	100 000	400 000	School
Total	$1 017 000	$117 000	$900 000	

1915

Kind of Bonds	Amount of Issue	For Construction-Direct	For Funding Notes	Kind of Notes Funded
Local Improvement	$ 600 000	.....	$ 600 000	Local Improvement
Water Improvement	300 000	.....	300 000	Water Improvement
Conduit Construction	400 000	.....	400 000	Conduit Construction
Sewage Disposal	300 000	.....	300 000	Sewage Disposal
Schools—Building and Site	400 000	.....	400 000	School
Total	$2 000 000	.....	$2 000 000	

TABLE No. 22—Continued

1916

Kind of Bonds	Amount of Issue	For Construction-Direct	For Funding Notes	Kind of Notes Funded
Local Improvement	$ 300 000	.....	$ 300 000	Local Improvement
Water Improvement	200 000	.....	200 000	Water Improvement
Sewage Disposal	250 000	.....	250 000	Sewage Disposal
City Garage	30 000	.....	30 000	City Garage
Library Alteration and Equipment	30 000	.....	30 000	Library Alteration Equipment
Playground	30 000	.....	30 000	Front St. Playground
Park	30 000	.....	30 000	Land Purchase—Seneca Park
Schools—Building and Site	400 000	.....	400 000	School
Total	$1 270 000	.....	$1 270 000	

1917

Kind of Bonds	Amount of Issue	For Construction-Direct	For Funding Notes	Kind of Notes Funded
Local Improvement	$ 500 000	.....	$ 150 000	Local Improvement
			100 000	Deepening Genesee Rvier—Sec. 1
			250 000	Deepening Genesee River—Sec. 2
Water Improvement	150 000	.....	150 000	Water Improvement
Conduit Construction	535 000	.....	535 000	Conduit Construction
Sewage Disposal	350 000	.....	350 000	Sewage Disposal
Incinerator	40 000	.....	40.000	Incinerator
Schools—Building and Site	300 000	.....	300 000	School
Total	$1 875 000	.....	$1 875 000	

1918

Kind of Bonds	Amount of Issue	For Construction-Direct	For Funding Notes	Kind of Notes Funded
Local Improvement	$ 225 000	.....	$ 225 000	Deepening Genesee River—Sec. 2
Water Improvement	225 000	.....	225 000	Water Improvement
Conduit Construction	350 000	.....	350.000	Conduit Construction
Sewage Disposal	225 000	.....	225 000	Sewage Disposal
Garbage Disposal	135 000	.....	135 000	Garbage Disposal
Fire House Construction	75 000	.....	75 000	Rochester Land Purchase
Voting Machine Purchase	70 000	.....	70 000	Voting Machine Purchase
			$ 35 000	Land Purchase—Genesee Valley Park
Park Improvement	63 000	.....	28 000	Land Purchase—Highland Park
Schools—Building and Site	900 000	.....	900 000	School
Total	$2 268 000	.....	$2 268 000	

TABLE No. 22—Continued

1920

NO BOND ISSUE IN 1920

1919

Kind of Bonds	Amount of Issue	For Construction Direct	For Funding Notes	Kind of Notes Funded
Local Improvement	$ 500 000	.....	$ 500 000	Local Improvement
Water Improvement	175 000	.....	175 000	Water Improvement
Conduit Construction	260 000	.....	260 000	Conduit Construction
Sewage Disposal	80 000	.....	80 000	Sewage Disposal
Municipal Building Construction	300 000	.....	300 000	Municipal Building Construction
Schools—Building and Site	400 000	.....	400 000	School
Total	$1 715 000	.....	$1 715 000	

1921

Local Improvement	$ 700 000	.....	$ 700 000	Local Improvement
Water Improvement	375 000	225 000	150 000	Water Improvement
Sewage Disposal	100 000	100 000	1 775 000	Sewage Disposal
School Construction	2 000 000	225 000	1 550 000	School Construction
Municipal Building Construction	300 000	100 000	200 000	Municipal Building Construction
Garbage Disposal	650 000	.....	650 000	Garbage Disposal
Street Cleaning Equipment	100 000	.....	100 000	Equipment
Total	$4 225 000	$ 650 000	$3 575 000	

1922

Local Improvement	$ 250 000	$ 250 000	.....	Local Improvement
Municipal Improvement	†1 750 000	650 000	$1 100 000	Municipal Improvement
Sewage Disposal	50 000	.....	50 000	Sewage Disposal
School Construction	3 000 000	1 475 000	1 525 000	School Construction
Municipal Building Construction	100 000	50 000	50 000	Municipal Building Construction
Garbage Disposal	90 000	.....	90 000	Garbage Disposal
Canal Land Purchase	1 526 000	1 526 000	.....	Canal Land Purchase
Municipal Land Purchase	125 000	.....	125 000	Municipal Land Purchase
Total	$6 891 000	$3 951 000	$2 940 000	

†For Funding City's Share of Local Assessments—$1,750,000.00.

TABLE No. 23

YEARLY DEBT STATEMENTS

Year Dec. 31	Gross Debt Outstanding			Exemptions Allowed			Net Debt	Under Limit	Debt Limit
	Bonds	Notes	Total	Sinking Funds	Water	Total			
1900	$ 9 074 000.00	$2 176 788.88	$11 250 788.88	$ 640 634.93	.....	$ 640 634.93	$10 610 153.95	$ 68 240.75	$10 678 394.70
1901	8 792 000.00	1 874 766.59	10 666 766.59	375 272.15	.....	375 272.15	10 291 494.44	438 836.66	10 730 331.10
1902	8 585 000.00	1 957 573.93	10 542 573.93	303 318.56	.....	303 318.56	10 239 255.37	649 870.13	10 889 125.50
1903	8 585 000.00	2 146 000.00	10 731 000.00	431 248.48	.....	431 248.48	10 299 751.52	803 066.18	11 102 817.70
1904	9 980 000.00	1 204 000.00	11 184 000.00	537 168.06	.....	537 168.06	10 646 831.94	734 522.06	11 381 354.00
1905	9 960 778.08	1 629 000.00	11 589 778.08	670 360.97	.....	670 360.97	10 919 417.11	1 061 202.89	11 980 620.00
1906	9 969 333.56	2 176 000.00	12 145 333.56	695 148.35	.....	695 148.35	11 450 185.21	1 326 308.79	12 776 494.00
1907	9 982 889.04	2 834 000.00	12 816 889.04	862 656.88	.....	862 656.88	11 954 232.16	1 672 957.84	13 627 190.00
1908	10 795 444.52	1 949 000.00	12 744 444.52	762 536.26	.....	762 536.26	11 981 908.26	1 183 673.74	14 165 582.00
1909	10 639 000.00	2 619 000.00	13 258 000.00	801 416.86	.....	801 416.86	12 456 583.14	2 233 943.36	14 690 526.50
1910	10 481 000.00	3 298 827.00	13 779 827.00	958 681.51	.....	958 681.51	12 821 145.49	2 845 856.01	15 667 001.50
1911	10 356 000.00	5 414 824.78	15 770 824.78	1 163 570.54	.....	1 163 570.54	12 607 254.24	2 084 442.46	16 691 696.70
1912	11 715 600.00	6 011 235.97	17 726 835.97	1 238 762.97	.....	1 238 762.97	16 488 073.00	1 520 165.50	18 008 238.50
1913	17 123 600.00	1 666 125.75	18 789 725.75	1 291 101.44	.....	1 291 101.44	17 498 624.31	1 643 402.19	19 142 026.50
1914	17 530 104.00	2 096 583.75	19 626 687.75	1 221 388.22	.....	1 221 388.22	18 405 299.53	2 278 921.97	20 684 221.50
1915	19 502 475.00	1 550 533.00	21 053 008.00	1 505 821.56	.....	1 505 821.56	19 547 186.44	2 102 008.56	21 649 195.00
1916	20 791 675.00	2 136 500.00	22 928 175.00	1 735 140.42	.....	1 735 140.42	21 193 034.58	2 963 473.82	23 156 508.40
1917	22 571 800.00	1 935 000.00	24 506 800.00	1 689 802.62	$4 992 000.00	6 681 802.62	17 824 997.38	8 670 318.62	26 495 316.00
1918	22 154 825.00	3 443 000.00	25 597 825.00	1 493 863.62	5 750 500.00	7 244 363.62	18 353 461.38	8 753 811.02	27 107 272.40
1919	25 732 578.83	1 971 000.00	27 703 578.83	1 806 799.44	6 008 000.00	7 814 799.44	19 888 779.39	8 388 876.11	28 277 655.50
1920	25 413 564.22	5 391 000.00	30 804 564.22	2 000 347.53	6 005 000.00	8 005 347.53	22 799 216.69	6 777 225.91	29 576 442.60
1921	29 331 049.61	5 612 000.00	34 943 049.61	2 586 889.93	6 377 000.00	8 963 889.93	25 979 159.68	9 196 435.72	35 175 595.40
1922	35 719 795.00	5 925 000.00	41 644 795.00	2 791 824.88	6 370 000.00	9 161 824.88	32 482 970.12	3 424 546.68	35 907 516.80

*Exemption of water debt issued after 1904 made applicable to Rochester by constitutional amendment of 1917.

TABLE No. 24

REDEMPTION OF BONDS AND NOTES FROM SINKING FUNDS
(Or Through Sinking Funds)
(1910 to 1922 Inclusive)

Additions to Sinking Funds prior to 1910		$2 037 476.83
Less payments out of Sinking Funds prior to 1910		1 205 800.00
Balance in Sinking Funds December 31, 1909		831 676.83
Additions—1910 to 1922, inclusive:		
From tax levy (directly or indirectly*)	$2 734 869.98	
From interest on balances and investments and miscellaneous	2 149 138.77	4 884 008.75
		$5 715 685.58
Less payments—1910 to 1922, inclusive, as specified below by years		2 197 876.96
Balance in Sinking Funds December 31, 1922		3 517 808.62

*NOTE: Serial or Sinking Funds installments—direct Transfer of fund surpluses—indirect.

PAYMENTS BY YEARS

1910

Refunding Water Bonds (cancelled before maturity)	$133 000.00
High School Bonds (Cancelled before Maturity)	20 000.00
Public Market Notes	5 000.00
Total	$158 000.00

1911

Park Bonds ($100 000.00 bonds cancelled before maturity)	$ 87 617.80

1912

Consolidated Bonds (redeemed at maturity)	$100 000.00
Water Pipe Extension Bonds (cancelled before maturity)	14 914.67
School Bonds of 1906	189.48
Total	$115 104.15

1913

Public Market Bonds (cancelled before maturity)	$ 16 000.00
Rochester Nunda and Penn R. R. Bonds (redeemed at maturity)	145 000.00
Rochester and State Line R. R. Bonds (redeemed at maturity) ($520,000.00 of above refunded).	60 000.00
Voting Machine Purchase Notes	4 000.26
Total	$225 000.26

1914

Water Pipe Extension Bonds (redeemed at maturity)	$235 000.00
Public Market Notes	10 000.00
Voting Machine Purchase Notes	4 000.00
Total	$249 000.00

TABLE No. 24—Continued

1915

Public Market Notes	$ 5 000.00
Voting Machine Purchase Notes	1 054.75
Voting Machine Purchase Bonds (serial installment)	1 700.00
Total	$7 754.75

1916

Voting Machine Purchase Bonds (serial installment)	1 700.00

1917

High School Bonds (serial installment)	$25 000.00
Rochester and State Line R. R. Bonds (cancelled before maturity)	5 000.00
Voting Machine Purchase Bonds (serial installment)	1 700.00
Park Bonds (serial installment)	1 500.00
City Garage Bonds (serial installment)	1 500.00
Public Library Bonds (serial installment)	1 500.00
Playground Bonds (serial installment)	1 500.00
School Bonds (serial installment)	39 000.00
Total	$ 76 700.00

1918

High School Bonds (serial installment)	$ 25 000.00
Hemlock Lake Watershed Bonds (redeemed at maturity)	200 000.00
Public Market Bonds (cancelled before maturity)	50 000.00
Rochester and State Line R.R. Bonds (cancelled before maturity)	25 000.00
Fire House Construction Bonds (cancelled before maturity)	25 000.00
School Bonds (serial installment)	24 500.00
Incinerator Bonds (serial installment)	2 000.00
Voting Machine Purchase Bonds (serial installment)	1 700.00
Park Bonds (serial installment)	1 500.00
City Garage Bonds (serial installment)	1 500.00
Public Library Bonds (serial installment)	1 500.00
Playground Bonds (serial installment)	1 500.00
Total	$359 200.00

1919

High School Bonds (serial installment)	25 000.00
School Bonds (serial installment)	54 500.00
Voting Machine Purchase Bonds (serial installment)	5 200.00
Park Bonds (serial installment)	4 500.00
Garbage Disposal Bonds (serial installment)	4 500.00
Fire House Construction Bonds (serial installment)	2 500.00
Incinerator Construction Bonds (serial installment)	2 000.00
City Garage Bonds (serial installment)	1 500.00
Public Library Bonds (serial installment)	1 500.00
Playground Bonds (serial installment)	1 500.00
Total	$102 700.00

TABLE No. 24—Continued

1920

High School Bonds (serial installment)	$ 25 000.00
School Bonds (serial installment)	42 500.00
Voting Machine Purchase Bonds (serial installment)	5 200.00
Park Bonds (serial installment)	4 500.00
Garbage Disposal Bonds (serial installment)	4 500.00
Fire House Construction Bonds (serial installment)	2 500.00
Incinerator Construction Bonds (serial installment)	2 000.00
City Garage Bonds (serial installment)	1 500.00
Public Library Bonds (serial installment)	1 500.00
Playground Bonds (serial installment)	1 500.00
Bridge Bonds (redeemed at maturity)	100 000.00
Municipal Building Construction Bonds (serial installment)	10 000.00
Total	$200 700.00

1921

High School Bonds (serial installment)	$ 25 000.00
School Bonds (serial installment)	42 500.00
Voting Machine Purchase Bonds (serial installment)	5 200.00
Park Bonds (serial installment)	4 500.00
Garbage Disposal Bonds (serial installment)	4 500.00
Fire House Construction Bonds (serial installment)	2 500.00
Incinerator Construction Bonds (serial installment)	2 000.00
City Garage Bonds (serial installment)	1 500.00
Public Library Bonds (serial installment)	1 500.00
Playground Bonds (serial installment)	1 500.00
Bridge Bonds (redeemed at maturity	100 000.00
Municipal Building Construction Bonds (serial installment)	10 000.00
Total	$200 700.00

1922

High School Bonds (serial installment)	$ 25 000.00
School Bonds (serial installment	133 500.00
Voting Machine Bonds (serial installment)	5 200.00
Park Bonds (serial installment)	4 500.00
Garbage Disposal Bonds (serial installment)	4 500.00
Fire House Construction (serial installment)	2 500.00
Incinerator Construction Bonds (serial installment)	2 000.00
City Garage Bonds (serial installment)	1 500.00
Public Library Bonds (serial installment)	1 500.00
Playground Bonds (serial installment)	1 500.00
Bridge Bonds (redeemed at maturity)	100 000.00
Municipal Building Construction (serial installment)	25 000.00
Public Market Bonds (redeemed at maturity)	78 000.00
Water Bonds (serial installment)	4 000.00
Equipment Bonds (serial installment)	20 000.00
Sewage Bonds (serial installment)	5 000.00
Total	$413 700.00

TABLE No. 24—Continued

SUMMARY OF PAYMENTS BY YEARS

1910	$ 158 000.00
1911	87 617.80
1912	115 104.15
1913	225 000.26
1914	249 000.00
1915	7 754.75
1916	1 700.00
1917	76 700.00
1918	359 200.00
1919	102 700.00
1920	200 700.00
1921	200 700.00
1922	413 700.00
Total	$2 197 876.96

TABLE No. 25

SUMMARY DEBT SERVICE EXPENDITURES OUT OF BUDGET

(1910 to 1922 Inclusive)

Year	Schools	Other General	Total General	Water	Market	Grand Total
1910	.....	.....	$ 96 834.60	$343 604.25	$5 061.81	$ 445 500.66
1911	.....	.....	125 002.17	339 222.26	5 040.00	469 264.43
1912	.....	.....	130 003.38	361 012.88	5 040.00	496 056.26
1913	$ 48 543.67	$ 166 356.33	214 900.00	342 112.29	4 750.91	561 763.20
1914	82 011.90	169 177.22	251 189.12	376 984.29	4 687.69	632 861.10
1915	98 776.82	246 412.07	345 188.89	398 651.86	4 496.88	748 337.63
1916	146 932.23	341 506.02	488 438.25	412 373.40	4 480.00	905 291.65
1917	165 852.92	326 268.49	492 121.41	447 755.02	4 480.00	944 356.43
1918	208 389.13	352 145.11	560 534.24	463 756.23	3 605.00	1 027 895.47
1919	331 751.16	382 585.21	714 336.37	492 533.60	2 730.00	1 209 599.97
1920	605 842.34	553 344.95	1 159 187.29	495 015.64	2 730.00	1 656 932.93
1921	1 334 264.85	717 071.16	2 051 336.01	519 527.48	2 730.00	2 573 593.49
1922	2 173 397.05	1 506 390.84	3 679 787.89	524 142.96	227.50	4 204 158.35

TABLE No. 26

EXPENDITURES FOR GENERAL DEBT SERVICE
(1910 to 1922 Inclusive)

(Excluding Debt Service Items Carried by Water, Market and Assessment Funds)

Year	Interest	Redemption Direct or Through Sinking Fund	Total Debt Service
1910	$ 85 668.83	$11 165.77	$ 96 834.60
1911	93 402.17	31 600.00	125 002.17
1912	101 403.38	28 600.00	130 003.38
1913	136 800.00	78 100.00	214 900.00
1914	162 089.12	89 100.00	251 189.12
1915	247 159.89	98 029.00	345 188.89
1916	352 788.25	135 650.00	488 438.25
1917	339 846.41	152 275.00	492 121.41
1918	390 400.36	*170 133.88	560 534.24
1919	457 896.37	*256 440.00	714 336.37
1920	582 797.29	*576 390.00	1 159 187.29
1921	747 246.01	*1 304 090.00	2 051 336.01
1922	973 597.89	*2 706 190.00	3 679 787.89

*Includes redemption of following notes:

(1) 1918—School Repair and Equipment	$ 13 251.38
(2) 1919—School Repair and Equipment	50 000.00
(3) 1920—War Emergency	100 000.00
School Repair and Equipment	250 000.00
(4) 1921—General Current Expense	105 000.00
School Current Expense	795 000.00
(5) 1922—General Current Expense	692 000.00
School Current Expense	1 437 000.00

TABLE No. 27

EXPENDITURES FOR WATER DEBT SERVICE
(1910 to 1922 Inclusive)

Year	Interest	Redemption Through Sinking Fund	Total Debt Service
1910	$280 104.25	$63 500.00	$343 604.24
1911	290 722.26	48 500.00	339 222.26
1912	312 512.88	48 500.00	361 012.88
1913	293 622.29	48 490.00	342 112.29
1914	326 494.29	50 490.00	376 984.29
1915	343 161.86	55 490.00	398 651.86
1916	354 883.40	57 490.00	412 373.40
1917	383 415.02	64 340.00	447 755.02
1918	399 416.23	64 340.00	463 756.23
1919	420 943.60	71 590.00	492 533.60
1920	419 075.64	75 940.00	495 015.64
1921	431 087.48	88 440.00	519 527.48
1922	435 702.96	88 440.00	524 142.96

TABLE No. 28

EXPENDITURES FOR PUBLIC MARKET DEBT SERVICE
(1910 to 1922 Inclusive)

Year	Interest out of Budget	Surplus of Market Fund Transferred to Sinking Fund	Total Debt Service
1910	$5 061.81	$ 4 844.87	$ 9 906.68
1911	5 040.00	5 300.00	10 340.00
1912	5 040.00	8 000.00	13 040.00
1913	4 750.91	13 000.00	17 750.91
1914	4 687.69	*12 000.00	16 687.69
1915	4 496.88	14 700.00	19 196.88
1916	4 480.00	15 035.00	19 515.00
1917	4 480.00	13 045.80	17 525.80
1918	3 605.00	13 750.00	17 355.00
1919	2 730.00	12 046.55	14 776.55
1920	2 730.00	14 500.00	17 230.00
1921	2 730.00	14 500.00	17 230.00
1922	227.50	2 293.60	2 521.10

*From tax levy.

TABLE No. 30

NOTES OUTSTANDING

December 31, 1922

A.	CURRENT FUND OBLIGATIONS:		
	1. Overdue Tax Notes	$ 315 000	
	2. Current Expense Notes:		
	School Deficit $1 225 000		
	Miscellaneous Departments Deficit 715 000		
		1 940 000	
			$2 255 000
B.	ASSESSMENT FUND OBLIGATIONS:		
	1. Local Improvement Notes	$1 550 000	
	2. Brown Street Subway Notes	230 000	
	3. Western Sewage Notes	240 000	
			$2 020 000
C.	LOAN FUND OBLIGATIONS:		
	1. Sewage Disposal Notes	$ 20 000	
	2. School Construction Notes	1 425 000	
	3. Municipal Building Construction Notes	20 000	
	4. Municipal Land Purchase Notes	25 000	
	5. Water Improvement Notes	160 000	
			1 650 000
	Total Outstanding		$5 925 000

TABLE No. 29

BONDS OUTSTANDING—December 31, 1922

General Classification	Kind of Bonds	Purpose of Issue	Date of Issue	Term	Date of Maturity	Original Principal	Interest Rate	Annual Serial Install.	Sinking Fund Provision	S. F. Amount	Amount Outstanding, Dec. 31, 1922
A. WATER: (to be carried by water fund)	1. Term	Hemlock Lake Watershed	1904	20	1924	$ 170 000.00	3½%		Surplus in S. F. at present time		$ 170 000.00
		Refunding Water	1903	30	1933	3 000 000.00	3½%		None, except charter S. F.		2 697 000.00
		Water Improvement	1913	20	1933	1 849 000.00	4½%		Special S. F. 1% installment	$18 490	1 849 000.00
		Refunding Water	1905	30	1935	410 000.00	3½%		None, except charter S. F.		360 000.00
		Additional Water Supply	1892	50	1942	500 000.00	3½%		None, except charter S. F.		500 000.00
		Water Improvement	1912	30	1942	1 000 000.00	4 %		None, except charter S. F.		1 000 000.00
		Additional Water Supply	1893	50	1943	300 000.00	4 %		None, except charter S. F.		300 000.00
		Additional Water Supply	1894	50	1944	950 000.00	3½%		None, except charter S. F.		950 000.00
		Water Impr. and Conduit Con.	1915	30	1945	700 000.00	4½%		Special S. F. 1% installment	7 000	700 000.00
		Water Improvement	1916	30	1946	200 000.00	4 %		Special S. F. 1% installment	2 000	200 000.00
		Water Impr. and Conduit Con.	1917	30	1947	685 000.00	4 %		Special S. F. 1% installment	6 850	685 000.00
		Water Impr. and Conduit Con.	1918	30	1948	575 000.00	4½%		Special S. F. 1% installment	5 750	575 000.00
		Water Impr. and Conduit Con.	1919	30	1949	435 000.00	4½%		Special S. F. 1% installment	4 350	435 000.00
		Water Improvement.....	1921	30	1951	375 000.00	5 %		Special Sinking Fund to Amortize	12 500	371 000.00
	2. Serial	Water Works—Charlotte	1916	7	1917—1923	3 500.00	4⅝%	$ 500.00			500.00
		Water Works—Charlotte	1916	11	1917—1927	11 000.00	4½%	1 000.00			5 000.00
		Water annexed territory	1918	17	1919—1935	25 500.00	5 %	1 500.00			19 500.00
B. ASSESSMENT: (to be carried by assessment funds)	1. Term	Local Improvement	1904	20	1924	500 000.00	3½%		None		500 000.00
		Local Improvement	1913	20	1933	2 100.000 00	4½%		None		2 100 000.00
		Local Improvement	1908	30	1938*	1 000 000.00	4		None		1 000 000.00
		Local Improvement	1915	30	1945	600 000.00	4½%		None		600 000.00
		Local Improvement	1919	30	1949	500 000.00	4½%		None		500 000.00
		Local Improvement	1921	20	1941	700 000.00	5 %		None		700 000.00
	2. Serial	Local Improvement	1916	30	1917—1946	300 000.00	4¼%	10 000.00			240 000.00
		Local Improvement	1917	30	1918—1947	500 000.00	4 %	17 000.00	—$7,000 last year		415 000.00
		Local Improvement	1918	30	1919—1948	225 000.00	4½%	7 500.00			195 000.00
		Local Improvement	1922	20	1923—1942	250 000.00	4½%	12 000.00	—$22,000 last year		250 000.00
		E. S. T. S.—part 2	1892	6	1922—1927	150 000.00	4 %	25 000.00			125 000.00
		E. S. T. S.—part 3	1892	10	1928—1937	250 000.00	3½%	25 000.00			250 000.00
		E. S. T. S.—part 4	1904	4	1938—1941	100 000.00	3½%	25 000.00			100 000.00
C. GENERAL (to be carried by general fund)	1. Term	Sewage Disposal	1913	20	1933	1 000 000.00	4½%		Special S. F. 1% installment	10 000	1 000 000.00
		Sewage Disposal	1914	30	1944	500 000.00	4½%		Special S. F. 1% installment	5 000	500 000.00
		Sewage Disposal	1915	30	1945	300 000.00	4½%		Special S. F. 1% installment	3 000	300 000.00
		Sewage Disposal	1916	30	1946	250 000.00	4 %		Special S. F. 1% installment	2 500	250 000.00
		Sewage Disposal	1917	30	1947	350 000.00	4 %		Special S. F. 1% installment	3 500	350 000.00
		Sewage Disposal	1918	30	1948	225 000.00	4½%		Special S. F. 1% installment	2 250	225 000.00
		Sewage Disposal	1919	30	1949	80 000.00	4½%		Special S. F. 1% installment	800	80 000.00
		Incinerator Construction	1913	20	1933	100 000.00	4½%		Special S. F. 1% installment	1 000	100 000.00
		Convention Hall Purchase	1909	20	1929	100 000.00	4 %		None, except charter general S. F.		100 000.00
		Exposition Park Purchase	1913	20	1933	470 000.00	4½%		Special S. F. 1% installment	4 700	470 000.00
		Fire House Construction	1912	12	1924	125 000.00	3½%		Special S. F. to Amortize	9 000	100 000.00
		Voting Machine Purchase	1912	12	1924	49 600.00	4 %		Special S. F. to Amortize	4 000	49 600.00
		Park	1888	40	1928	300 000.00	3 %		Special S. F.—	3 600	200 000.00
			1896	40	1936	60 000.00	3½%		1% installment		60 000.00
		Parks—Impr. and Ext.	1913	20	1933	140 000.00	4½%		Special S. F.—1% installment	1 400	140 000.00
		Schools—Building and Site	1912	30	1942	350 000.00	4 %		Special S. F. to Amortize	9 000	350 000.00
		Schools	1914	30	1944	500 000.00	4½%		Special S. F. to Amortize	9 000	500 000.00
		Schools	1915	30	1945	400 000.00	4½%		Special S. F. to Amortize	9 000	400 000.00
		Rochester and St. Line R. R. (Second Refunding)	1913	20	1933	480 000.00	4½%		Special S. F. 2% installment	9 600	480 000.00
		Garbage Disposal	1921	30	1951	650 000.00	5 %		Special S. F. to Amortize	21 700	650 000.00
		Garbage Disposal	1922	30	1952	90 000.00	4½%		Special S. F. to Amortize	3 000	90 000.00
	2. Serial	Municipal Improvement	1922	30	1923—1951	1 750 000.00	4½%	58 000.00	—$68,000 last year		1 750 000.00
		Garbage Disposal	1918	30	1919—1948	135 000.00	4½%	4 500.00			117 000.00
		Canal Purchase	1922	30	1923—1952	1 526 000.00	4½%	50 000.00	—76,000 last year		1 526 000.00
		Incinerator	1917	20	1919—1937	40 000.00	4 %	2 000.00			30 000.00
		Sewage Disposal	1921	20	1922—1941	100 000.00	5 %	5 000.00			95 000.00
		Sewage Disposal	1922	20	1923—1942	50 000.00	4½%	2 000.00	—10 years—3,000 10 years		50 000.00
		City Garbage	1916	20	1917—1936	30 000.00	4¼%	1 500.00			21 000.00
		Library Alt. and Equip.	1916	20	1917—1936	30 000.00	4¼%	1 500.00			21 000.00
		Fire House Construction	1918	30	1919—1948	75 000.00	4½%	2 500.00			65 000.00
		Voting Machine Purchase	1914	10	1915—1924	17 000.00	4 %	1 700.00			3 400.00
		Voting Machine Purchase	1918	20	1919—1938	70 000.00	4½%	3 500.00			56 000.00
		Equipment (Street Cleaning)	1921	5	1922—1926	100 000.00	5 %	20 000.00			80 000.00
		Municipal Buildings	1919	30	1920—1949	300 000.00	4½%	10 000.00			270 000.00
		Municipal Buildings	1921	20	1922—1941	300 000.00	5 %	15 000.00			285 000.00
		Municipal Buildings	1922	20	1923—1942	100 000.00	4½%	5 000.00			100 000.00
		Parks	1916	20	1917—1936	30 000.00	4¼%	1 500 00			21 000.00
		Park Improvement	1918	20	1919—1938	63 000.00	4½%	3 000.00			51 000.00
		Municipal Land Purchase	1922	20	1923—1942	125 000.00	4½%	6 000.00	—11,000 last year		125 000.00
		Playgrounds	1916	20	1917—1936	30 000.00	4¼%	1 500.00			21 000.00
		Schools	1916	30	1917—1946	400 000.00	4½%	13 500.00			319 000.00
		Schools	1917	30	1918—1947	300 000.00	4 %	10 000.00			250 000.00
		Schools	1918	30	1919—1948	900 000.00	4½%	30 000.00			780 000.00
		Schools	1919	30	1920—1949	400 000.00	4½%	13 000.00	—23,000 last year		361 000.00
		Schools	1921	30	1922—1951	2 000 000.00	5 %	66 000.00	—86,000.00 last year		1 934 000.00
		Schools	1922	30	1923—1952	3 000 000.00	4½%	100 000.00			3 000 000.00
		Annexed territory serials: Aggregate schools						9 940.00			161 020.00
		Aggregate Sew. and Sidewalks						20 074.61			34 775.00
		Electric Light—Charlotte	1916	11	1917—1927		4½%	400.00			2 000.00
		Municipal Bldg.—Charlotte	1916	10	1917—1926		4.85%	1 000.00			4 000.00
Total.....											$35 719 795.00

*Optional after September 1, 1918.

TABLE No. 31

ASSETS OF SINKING FUNDS
As of December 31, 1922

WATER:		
General Water Sinking Fund	$1 205 489.02	
Hemlock Lake Watershed Fund	231 832.79	
Water Sinking Fund—1913	361 572.92	
Water Sinking Fund—1915	146 821.45	
Water Sinking Fund—1916	23 317.59	
Water Sinking Fund—1917	79 000.74	
Water Sinking Fund—1918	47 895.68	
Water Sinking Fund—1919	33 927.55	
Water Sinking Fund—1921	33 447.81	
		$2 163 305.55
GENERAL:		
General Sinking Fund	$ 5 859.30	
Park Sinking Fund—1896	91 332.43	
Park Improvement and Extension Sinking Fund—1913	18 366.50	
Park Sinking Fund—1916	918.18	
Playgrounds Sinking Fund—1916	918.18	
Park Sinking Fund—1918	1 237.82	
Garbage Disposal Sinking Fund—1918	3 354.58	
Garbage Disposal Sinking Fund—1921	64 864.19	
Garbage Disposal Sinking Fund—1922	3 030.00	
Incinerating Plant Sinking Fund—1913	13 730.40	
Incinerating Plant Sinking Fund—1917	2 158.57	
Sewage Disposal Sinking Fund—1913	127 566.28	
Sewage Disposal Sinking Fund—1914	98 829.56	
Sewage Disposal Sinking Fund—1915	51 402.09	
Sewage Disposal Sinking Fund—1916	25 228.30	
Sewage Disposal Sinking Fund—1917	39 368.43	
Sewage Disposal Sinking Fund—1918	18 675.56	
Sewage Disposal Sinking Fund—1919	6 223.39	
Sewage Disposal Sinking Fund—1921	3 201.25	
Exposition Park Sinking Fund—1913	59 063.51	
Rochester and State Line R. R. Sinking Fund	105 898.24	
Fire House Construction Sinking Fund—1912	80 083.81	
Fire House Construction Sinking Fund—1918	2 653.16	
Voting Machine Sinking Fund—1914	36 412.98	
Voting Machine Sinking Fund—1918	1 423.16	
School Sinking Fund—1912	111 265.45	
School Sinking Fund—1914	129 331.30	
School Sinking Fund—1915	104 441.20	
School Sinking Fund—1916	11 044.49	
School Sinking Fund—1917	14 862.69	
School Sinking Fund—1918	22 731.79	
School Sinking Fund—1919	11 916.37	
School Sinking Fund—1921	63 231.82	
City Garage Sinking Fund—1916	918.17	
Library Sinking Fund—1916	918.18	
Municipal Building Const. Sinking Fund—1919	8 646.23	
Municipal Building Const. Sinking Fund—1921	9 727.20	
Equipment—1921	3 668.31	
		$1 354 503.07
Total		$3 517 808.62

TABLE No. 32

BALANCES OF WATER SINKING FUNDS
As of December 31, 1922

Fund	Balance Dec. 31, 1922
Hemlock Lake	$ 231 832.79
Charter	1 205 489.02
1913	361 572.92
1915	146 821.45
1916	23 317.59
1917	79 000.74
1918	47 895.68
1919	33 927.55
1921	33 447.81
Total	$2 163 305.55

TABLE No. 33

BALANCES OF SPECIAL SINKING FUNDS
(Excluding Water and Public Market)
As of December 31, 1922

Fund	Balance Dec. 31, 1922
Parks and Playgrounds	$ 112 773.11
Garbage Disposal	71 248.77
Incineration	15 888.97
Sewage Disposal	370 494.86
Exposition Park	59 063.51
Rochester and St. Line Railway	105.898.24
Fire House Construction	82 736.97
Voting Machine	37 836.14
Schools	468 825.11
Garage—Serial	918.17
Library—Serial	918.18
Municipal Buildings—Serial	18 373.43
Street Cleaning Equipment—Serial	3 668.31
Total	$1 348 643.77

TABLE No. 34

BALANCES OF SINKING FUNDS
As of December 31, 1922

	Balance Dec. 31, 1922
Aggregate Water S. F.	$2 163 305.55
Public Market	.....
General S. F.	5 859.30
Aggregate all other Special S. F.	1 348 643.77
Total	$3 517 808.62

TABLES No. 35

ESTIMATED DEFICITS OF SPECIAL SINKING FUNDS AT MATURITY

WATER:		
Hemlock Lake Watershed	$ 80 000*	
Water—1913	1 043 000	
Water—1915	81 000	
Water—1916	62 000	
Water—1917	189 000	
Water—1918	187 000	
Water—1919	132 000	
Water—1921	391 000*	
		$1 223 000
GENERAL:		
Park (Charter)	$ 87 000	
Park Improvement and Extension	92 000	
Incinerator Plant	65 000	
Sewage Disposal—1913	668 000	
Sewage Disposal—1914	94 000	
Sewage Disposal—1915	63 000	
Sewage Disposal—1916	87 000	
Sewage Disposal—1917	99 000	
Sewage Disposal—1918	73 000	
Sewage Disposal—1919	26 000	
Exposition Park	315 000	
Rochester and State Line Railway	179 000	
Fire House Construction	5 000*	
Voting Machine—1912-1924	2 000	
Garbage Disposal—1921	701 000*	
Garbage Disposal—1922	78 000*	
Schools—1912	143 000*	
Schools—1913	114 000*	
Schools—1914	186 000*	
Total		623 000
		$1 846 000

*Estimated Surplus.

TABLE No. 36

COLLECTIONS FROM BUSINESS TAXES (OTHER THAN ON LIQUOR TRAFFIC) AND FROM GENERAL LICENSES AND PERMITS IN THIRTEEN CITIES, 1919

(From Census Report)

	Business Taxes		Dog Licenses	General Licenses	Permits	Total
	Without License	With License				
Seattle	.....	$ 67 039	$ 5 076	$ 16 478	$ 8 389	$ 96 982
Jersey City	$ 29 650	19 119	3 204	955	19 164	72 092
Kansas City	.....	230 563	16 078	90 523	31 441	368 605
Portland	.....	64 758	14 275	961	20 548	100 542
Indianapolis	.....	29 866	13 203	43 032	48 744	136 845
Denver	8 444	112 201	8 206	44 430	22 251	195 532
ROCHESTER	17 979	14 944	.....	.....	2 313	35 236
Providence	89	50 793	10 937	134	7 137	69 090
St. Paul	200 782	30 296	3 138	16	3 135	237 367
Louisville	.....	179 445	6 494	30 497	.....	216 436
Columbus	.....	18 024	.....	8 016	8 420	34 460
Oakland	33 218	67 062	5 098	90	21 713	127 181
Toledo	.....	16 005	.....	.....	13 008	29 013

TABLE No. 37

LIST OF TERM BONDS, IN ORDER OF MATURITY DATES, WHICH SHOULD BE CARRIED BY THE GENERAL FUND

(Arranged in Order of Maturity Dates)

	1924	
Fire House	$ 100 000	
Voting Machine	49 600	149 600
	1928	
Park		200 000
	1929	
Convention Hall		100 000
	1933	
Sewage Disposal	1 000 000	
Incinerator	100 000	
Exposition Park	470 000	
Parks	140 000	
Rochester and St. Line	480 000	2 190 000
	1936	
Parks		60 000
	1942	
Schools		350 000
	1944	
Sewage Disposal	500 000	
Schools	500 000	1 000 000
	1945	
Sewage Disposal	300 000	
Schools	400 000	700 000
	1946	
Sewage Disposal		250 000
	1947	
Sewage Disposal		350 000
	1948	
Sewage Disposal		225 000
	1949	
Sewage Disposal		80 000
	1951	
Garbage Disposal		650 000
	1952	
Garbage Disposal		90 000
Total		$6 394 600

TABLE No. 38

ANALYSIS OF PROPOSED GENERAL DEBT SERVICE

On Present Outstanding Term Indebtedness

(December 31, 1922)

Year	Interest	Present Sinking Fund Provisions	Necessary Additional Installments to Supplementary Sinking Funds	Total Debt Service
1923	$ 284 784	$ 112 650	$ 8 350	$ 405 784
1924	284 784	112 650	8 350	405 784
1925	278 425	99 650	21 350	399 425
1926	278 425	99 650	21 350	399 425
1927	278 425	99 650	21 350	399 425
1928	278 425	99 650	21 350	399 425
1929	269 425	99 650	21 350	390 425
1930	265 425	99 650	21 350	386 425
1931	265 425	99 650	21 350	386 425
1932	265 425	99 650	21 350	386 425
1933	265 425	99 650	21 350	386 425
1934	166 875	72 350	48 650	287 875
1935	166 875	72 350	48 650	287 875
1936	166 875	72 350	48 650	287 875
1937	164 775	68 750	52 250	285 775
1938	164 775	68 750	52 250	285 775
1939	164 775	68 750	52 250	285 775
1940	164 775	68 750	52 250	285 775
1941	164 775	68 750	52 250	285 775
1942	164 775	68 750	52 250	285 775
1943	150 775	59 750	61 250	271 775
1944	150 775	59 750	61 250	271 775
1945	105 775	45 750	75 250	226 775
1946	74 275	33 750	87 250	195 275
1947	64 275	31 250	89 750	185 275
1948	50 275	27 750	93 250	171 275
1949	40 150	25 500	95 500	161 150
1950	40 150	24 700	96 300	161 150
1951	36 550	24 700	96 300	147 550
1952	4 050	3 000	118 000	125 050
Total..	$5 210 718	$2 087 600	$1 542 400	$8 850 718

NOTE:—It is proposed that a Supplementary Sinking Fund be established to take care of existing deficiencies in the various general sinking funds. In order to provide for retiring the general term bonds when due, a total of $121,000 will have to be set up each year.

TABLE No. 39

ANALYSIS OF PROPOSED WATER DEBT SERVICE

On Present Outstanding Term Indebtedness

(December 31, 1922)

Year	Interest	Present Sinking Fund Provisions	Necessary Additional Installments to Supplementary Sinking Fund	Total Debt Service
1923	$ 430 000	$ 86 940	$ 119 060	$ 636 000
1924	430 000	86 940	119 060	636 000
1925	424 050	86 940	119 060	630 050
1926	424 050	86 940	119 060	630 050
1927	424 050	86 940	119 060	630 050
1928	424 050	86 940	119 060	630 050
1929	424 050	86 940	119 060	630 050
1930	424 050	86 940	119 060	630 050
1931	424 050	86 940	119 060	630 050
1932	424 050	86 940	119 060	630 050
1933	424 050	86 940	119 060	630 050
1934	246 450	68 450	137 550	452 450
1935	246 450	68 450	137 550	452 450
1936	233 850	68 450	137 550	439 850
1937	233 850	68 450	137 550	439 850
1938	233 850	68 450	137 550	439 850
1939	233 850	68 450	137 550	439 850
1940	233 850	68 450	137 550	439 850
1941	233 850	68 450	137 550	439 850
1942	233 850	68 450	137 550	439 850
1943	176 350	68 450	137 550	382 350
1944	164 350	68 450	137 550	370 350
1945	131 100	68 450	137 550	337 100
1946	99 600	61 450	144 550	305 600
1947	91 600	59 450	146 550	297 600
1948	64 200	52 600	153 400	270 200
1949	38 325	46 850	159 150	244 325
1950	18 750	42 500	163 500	224 750
1951	18 750	42 500	163 500	224 750
Total....	$7 609 325	$2 083 090	$3 890 910	$13 583 325

NOTE:—It is proposed that a Supplementary Sinking Fund be established to take care of existing deficiencies in the various water sinking funds. In order to provide for retiring the water bonds when due, a total of $206,000.00 will have to be set up each year.

TABLE No. 40

ANALYSIS OF FUTURE GENERAL DEBT SERVICE*

Covering Outstanding Serial Indebtedness

(December 31, 1922)**

Year	Interest	Serial Redemption	Total Debt Service
1923	$ 528 277.88	$ 438 040.00	$ 966 317.88
1924	508 085.75	437 290.00	945 375.75
1925	487 923.63	435 590.00	923 513.63
1926	467 829.51	435 590.00	903 419.51
1927	447 735.39	414 590.00	862 325.39
1928	428 689.77	414 190.00	842 879.77
1929	409 662.15	414 190.00	823 852.15
1930	390 634.53	414 190.00	804 824.53
1931	371 606.91	414 690.00	786 296.91
1932	352 559 29	414 690.00	767 249.29
1933	333 511.67	412 810.00	746 321.67
1934	314 563.00	411 560.00	726 123.00
1935	295 672.50	410 000.00	705 672.50
1936	276 860.00	410 000.00	686 860.00
1937	258 047.50	404 000.00	662 047.50
1938	239 500.00	404 000.00	643 500.00
1939	220 877.50	394 500.00	615 377.50
1940	202 737.50	394 500.00	597 237.50
1941	184 597.50	394 500.00	579 097.50
1942	166 457.50	379 500.00	545 957.50
1943	149 092.50	360 500.00	509 592.50
1944	132 582.50	360 500.00	493 082.50
1945	116 072.50	360 500.00	476 572.50
1946	99 562.50	360 500.00	460 062.50
1947	83 277.50	347 000.00	430 277.50
1948	67 375.00	337 000.00	404 375.00
1949	51 872.50	300 000.00	351 872.50
1950	37 585.00	277 000.00	314 585.00
1951	24 782.50	307 000.00	331 782.50
1952	7 920.00	176 000.00	183 920.00
Total...	$7 655 951.98	$11 434 420.00	$19 090 371.98

*Includes school serial indebtedness.

**The debt service analyzed in this table should be carried by the general fund (i. e., it includes all serial bonds except those which should be carried by the water fund, the public market fund, or the assessment funds.)

TABLE No. 41

SUMMARY BUDGET FOR CURRENT FUNDS

	General Fund	School Fund	Water Fund	Market Fund	Total
PLANNED EXPENDITURES:					
For Current Expenses:	000 000	000 000	000 000	000 000	000 000
For Fixed Charges:					
Payment of Interest..	000 000	000 000	000 000	000 000	000 000
Other Fixed Charges..	000 000	000 000	000 000	000 000	000 000
For Acquisition of Property.....	000 000	000 000	000 000	000 000	000 000
For Redemption of Debt:					
Redemption Temporary Loans....	000 000	000 000	000 000	000 000	000 000
Serial Installments...	000 000	000 000	000 000	000 000	000 000
Sinking Fund Installments.....	000 000	000 000	000 000	000 000	000 000
Estimated Surplus.....	000 000	000 000	000 000	000 000	000 000
Total.....	$000 000	$000 000	$000 000	$000 000	$000 000
MEANS OF FINANCING:					
Tax Revenues:					
Limited.....	$000 000	$000 000			$000 000
Unlimited.....	000 000	000 000			000 000
Utility Revenues.....			000 000	000 000	000 000
Miscellaneous Revenues.	000 000	000 000			000 000
Proceeds Temporary Borrowing.....		000 000			000 000
Total.....	$000 000	$000 000	$000 000	$000 000	$000 000

TABLE No. 42

BUDGET APPROPRIATIONS

A. Appropriations from General Fund

TO THE MAYOR		
For Current Expenses	0000.00	Item
TO THE BOARD OF ESTIMATE AND APPORTIONMENT		
For Current Expenses	0000.00	Item
For Contingent Fund (Subject to Reappropriation)	0000.00	Item
TO THE BOARD OF CONTRACT AND SUPPLY		
For Current Expenses	0000.00	Item
TO THE COMMON COUNCIL AND CITY CLERK		
For Current Expenses of Office and Council	0000.00	Item
For Election Expenses	0000.00	Item
TO THE COMPTROLLER		
For Current Expenses of Office	0000.00	Item
For Fixed Charges as Specified Below:		
Interest on General Bonds and Notes	As Required (Estimated at 0000.00)	Item
Judgments and Settlements	As Required (Estimated at 0000.00)	Item
City's Share Local Assessments	As Required (Estimated at 0000.00)	Item
Rebates of Taxes and Assessments	As Required (Estimated at 0000.00)	Item
Reimbursement of Water Fund: Free Water for Charitable Institutions	As Required (Estimated at 0000.00)	Item
Reimbursement of Water Fund: Free Water for City	0000.00	Item
Reimbursement of Water Fund for Cost of Fire Protection	0000.00	Item
Contribution to Police Pension Fund	0000.00	Item
Contribution to Fire Pension Fund	0000.00	Item
Contribution to Employees Pension Fund	0000.00	Item
Pensions to Veterans	0000.00	Item
Grant to Infants' Summer Hospital	0000.00	Item
Grant to Rochester Dental Dispensary	0000.00	Item
Grant to S. P. C. A.	0000.00	Item
Grant to S. P. C. C.	0000.00	Item
For Acquisition of Property to be spent for Following Objects: (specify items)	0000.00	Item
For Redemption of Debt as Specified Below:		
Redemption of General Current Expense Notes	0000.00	Item
Serial Installments on Funded Debt—General	0000.00	Item
Sinking Fund Installments on Funded Debt—General	0000.00	Item
TO THE LAW DEPARTMENT		
For Current Expenses	0000.00	Item
For Purchase of Land on Tax Foreclosure	0000.00	Item

TABLE No. 42—Continued

TO THE ART COMMISSION		
For Current Expenses	0000.00	Item
TO THE TREASURER		
For Current Expenses	0000.00	Item
TO THE DEPARTMENT OF ASSESSMENT AND TAXATION		
For Current Expenses	0000.00	Item
TO THE CIVIL SERVICE COMMISSION		
For Current Expenses	0000.00	Item
TO THE CITY COURT—CRIMINAL BRANCH		
For Current Expenses	0000.00	Item
TO THE CITY COURT—CIVIL BRANCH		
For Current Expenses	0000.00	Item
TO THE COMMISSIONER OF PUBLIC SAFETY—CENTRAL OFFICE		
For Current Expenses	0000.00	Item
TO THE BUREAU OF FIRE AND POLICE TELEGRAPH		
For Current Expenses	0000.00	Item
For Acquisition of Property to be spent for Following Objects: (specify items)	0000.00	Item
TO THE BUREAU OF HEALTH		
For Current Expenses to be spent According to the following Schedule of Functions:		
General Health Service	0000.00	Item
Municipal Hospital	0000.00	Item
For Acquisition of Property to be spent for Following Objects: (specify items)	0000.00	Item
TO THE BUREAU OF FIRE		
For Current Expenses	0000.00	Item
For Fixed Charges as specified below:		
Contribution to Hose Co. No. 22	0000.00	Item
Contribution to Rochester Protectives	0000.00	Item
For Acquisition of Property to be spent for following Objects: (specify items)	0000.00	Item
TO THE BUREAU OF PLAYGROUNDS		
For Current Expenses	0000.00	Item
TO THE DEPARTMENT OF CHARITIES		
For Current Expenses	0000.00	Item
TO G. A. R. RELIEF COMMISSION		
For Current Expenses and Relief	0000.00	Item
For Memorial Day Celebration Expenses	0000.00	Item
TO THE DEPARTMENT OF PUBLIC WORKS—CENTRAL OFFICE		
For Current Expenses	0000.00	Item

TABLE No. 42—Continued

TO THE BUREAU OF STREETS AND SEWERS

For Current Expenses to be Spent According to following Schedule of Functions:		
Highway and Maintenance and Operation	0000.00	Item
Operation and Maintenance of Sewerage System	0000.00	Item
Street Lighting Contract	0000.00	Item
For Fixed Charges as Specified Below:		
Taxes	0000.00	Item
For Acquisition of Property	0000.00	Item
to be spent for Following Objects: (specify items)		

TO THE BUREAU OF SANITATION

For Current Expenses to be spent according to Following Schedule of Functions:		
Supervision	0000.00	Item
Street Cleaning	0000.00	Item
Refuse Collection	0000.00	Item
Refuse Disposal	0000.00	Item
For Fixed Charges as Specified Below:		
Taxes on Disposal Plant	0000.00	Item
For Acquisition of Property	0000.00	Item
to be spent for Following Objects: (specify items)		

TO THE BUREAU OF ACCOUNTS AND RECORDS

For Current Expenses	0000.00	Item

TO THE CITY GARAGE

For Current Expenses	0000.00	Item

TO THE BUREAU OF WEIGHTS AND MEASURES

For Current Expenses	0000.00	Item

TO THE CITY ENGINEER'S OFFICE

For Current Expenses to be spent according to Following Schedule of Functions:		
Testing Laboratory	0000.00	Item
General Engineering Service	0000.00	Item
For Acquisition of Property	0000.00	Item
to be spent for Following Objects: (specify items)		

TO THE BUREAU OF MUNICIPAL BUILDINGS

For Current Expenses	0000.00	Item

TO THE BUREAU OF CITY PLANNING

For Current Expenses	0000.00	Item

TABLE No. 42—Continued

B. Appropriations from the School Fund

TO THE DEPARTMENT OF PUBLIC INSTRUCTION

For Current Expenses	0000.00	Item
For Fixed Charges as Specified Below:		
Contribution to Teachers' Retirement Funds	As Required (Estimated at 0000.00)	Item
Taxes	0000.00	Item
For Acquisition of Property	0000.00	Item
to be spent for Following Objects: (specify items)		

TO THE COMPTROLLER

For Fixed Charges as Specified Below:		
Interest on School Bonds and Notes	As Required (Estimated at 0000.00)	Item
Reimbursement of Water Fund Free Water for Schools	0000.00	Item
For Redemption of Debt as Specified Below:		
Redemption of School Current Expense Notes	0000.00	Item
Serial Installments on Funded School Debt	0000.00	Item
Sinking Fund Installments on Funded School Debt	0000.00	Item

C. Appropriations from the Water Fund

TO THE BUREAU OF WATER

For Current Expenses	0000.00	Item
For Fixed Charges as Specified Below:		
Taxes	0000.00	Item
For Acquisition of Property	0000.00	Item
to be spent according to Following Objects: (specify items)		

TO THE COMPTROLLER

For Fixed Charges as Specified Below:		
Interest on Water Bonds and Notes	As Required (Estimated at 0000.00)	Item
For Redemption of Debt as Specified Below:		
Sinking Fund Installments on Funded Water Debt	0000.00	Item

D. Appropriations from Public Market Fund

TO THE BUREAU OF PUBLIC MARKET

For Current Expenses	0000.00	Item

TO THE COMPTROLLER

For Fixed Charges as Specified Below:		
Interest on Market Bonds	As Required (Estimated at 0000.00)	Item

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